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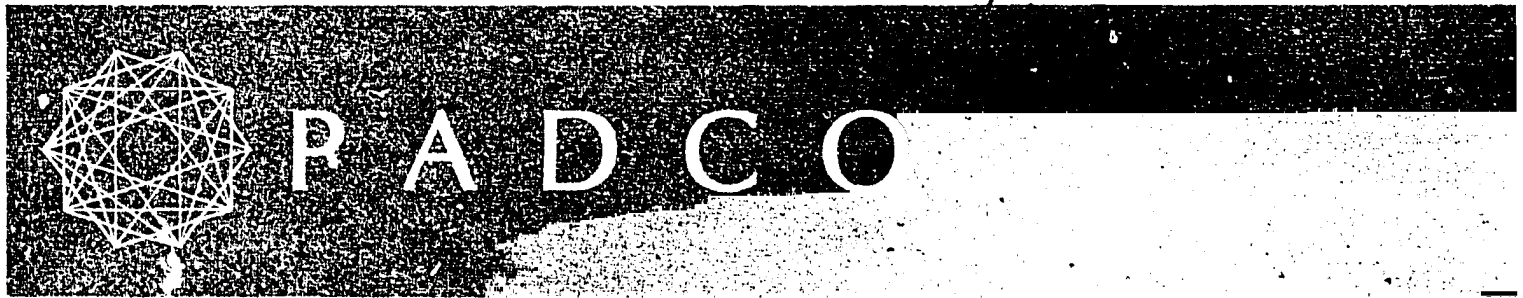
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EVALUATION

RHUDO/WCA TRAINING STRATEGY

FINAL REPORT

January 1991

PROVIDES GOVERNMENTS AND PRIVATE CLIENTS IN DEVELOPING COUNTRIES WITH SERVICES IN PLANNING, MANAGEMENT, FINANCE, ECONOMICS AND TRAINING FOR URBAN, RURAL AND REGIONAL DEVELOPMENT

EVALUATION
RHUDO / WCA TRAINING STRATEGY
FINAL REPORT

Prepared for
U.S. Agency for International Development
Regional Housing and Urban Development Office
Abidjan, Côte d'Ivoire
and
Agency for International Development
Office of Housing and Urban Programs
Washington, DC

Prepared by
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January 1991

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PREFACE

Dr. Riall W. Nolan, Director of the University of Pittsburgh's International Management Development Institute, carried out this evaluation for PADCO, Inc., in Washington, DC, Côte d'Ivoire, Guinea, and Senegal during September 1990.

Dr. Nolan wishes to thank the many people who helped in putting this report together. In Washington, DC, Monique Cohen kindly provided an extensive collection of relevant documents; and various members of the Office of Housing kindly made themselves available for questions and background.

In Abidjan, the RHUDO office provided him with complete access to their files, as did J-M Lebreton, the RTI training specialist.

RHUDO also provided assistance with arranging interviews and photocopying when needed. The REDSO Mission in Abidjan, and the USAID missions in both Conakry and Dakar, were also most helpful in a variety of ways.

Finally, this evaluation would not have been possible without the patience and assistance of the counterpart officials of the three countries visited.

EXECUTIVE SUMMARY

This report evaluates the overall effectiveness of the RHUDO/WCA training strategy as a means of promoting RHUDO's housing and urban development agenda within the West African region.

It is based on work carried out in Washington, DC, Côte d'Ivoire, Guinea, and Senegal in September 1990. During this time, documents were reviewed, AID and host country officials were interviewed, and several training sites were visited.

Three main concerns are covered in this report:

- **How is training integrated with the RHUDO program?**
- **What has been achieved in terms of what has been invested?**
- **What should RHUDO do with training in the future and, in particular, in the context of the new Municipal Development Support Project (681-0004)?**

This report finds that, overall, the type and quality of training carried out by RHUDO is quite satisfactory. This is due not only to the presence of a highly competent RHUDO team, but to the presence of an equally competent contractor who serves as Training Manager.

In several key areas, however, improvements need to be made. These include marketing, strategic planning, institutional analysis, training follow-up, and the more effective utilization of the RTI contractor.

Such improvements are necessary not only to enhance the impact of RHUDO's contribution to the region, but also to ensure that the Municipal Development Support Project becomes both a success and a model for how to integrate training, technical assistance, and policy change.

The report discusses these and other areas in detail, and offers suggestions and recommendations for future action.

I. THE EVALUATION REPORT

BACKGROUND

In the past ten years, West African economies have suffered from a variety of internal and external problems. One direct result of the weakness of these economies is that the demand for Housing Guaranty loans has virtually ceased.

Although RHUDO/WCA (hereafter simply RHUDO) still manages a variety of activities connected to HG loans, it has moved into training as its main area of operation. This report is an evaluation of that effort combined with an attempt to offer suggestions for the future.

Although training has been a part of RHUDO activities—in West Africa and elsewhere—since the 1980s, it has now become the bulk of the program. Both Washington and Abidjan see training as integral to all RHUDO programs for purposes of advancing RHUDO's policy agenda and facilitating implementation. Indeed, several documents state that training is now one of RHUDO's highest priorities.

The Municipal Management Training Program (MMTP) began on a limited basis in 1985, as an outgrowth of HG-004. Created formally in 1987, it has been supported by an institutional contract with the Research Triangle Institute.

The original objectives of the MMTP were straightforward:

- Establishing a training program in Abidjan as part of RHUDO
- Developing working relationships with public and private training institutions, and strengthening their capacities
- Providing training services to USAID Missions
- Creating a shelter sector resource center for the region
- Stimulating collaborative training efforts among international agencies

Later, these were modified somewhat, as follows:

- Conduct training and policy discussions
- Establish working relationships with training institutions
- Provide training to USAID missions, and
- Prepare training courses and manuals

These changes, in part, reflected shifts in the scope of the program from one centered primarily on the Côte d'Ivoire to one that included the entire West African region.

Along with this has come a certain sharpening of focus within RHUDO to take account of emerging policy concerns in the region. Today, two of these predominate: decentralization and privatization.

"Almost all governments in the region have begun to recognize the limits of central authorities to provide public services throughout the country and have formally adopted decentralization programs whose aim is to increase the responsibility of local government for meeting the needs of their citizens. RHUDO has seized, therefore, on the themes of decentralization and market town development as key points of focus as both AID missions and host country governments have begun to recognize the contributions RHUDO can provide in these areas."

Within these areas, training takes a variety of different forms. With the exception of large international policy conferences, most training activities deal with micro-policy issues in municipal management and the improvement of training capacities and structures, rather than with more limited technical skill training.

The MMTP was evaluated in November of 1987 by Marja Hoek-Smit. Although her findings will not be reviewed here, it is interesting to note that her overall conclusion identified two questions for the future: the regionalization of training beyond the Côte d'Ivoire itself, and the internal management of training within the RHUDO. As this report will show, both questions remain pertinent ones today.

PURPOSE AND SCOPE OF THE EVALUATION

This evaluation will cover the period from November 1987 to September 1990. The Scope of Work for this assignment can be found in Annex 1.

Although the Scope of Work is quite detailed, three principal questions predominate:

- (1) How is training integrated with the RHUDO program?
- (2) What has been achieved through training? Were the results worth the investment?
- (3) What should RHUDO do with training in the future? In particular, how should it handle the upcoming DFA-funded program in Côte d'Ivoire?

In its design, then, the evaluation exercise is prospective as well as retrospective; in addition to coming to some conclusions about what has been done so far, it should offer suggestions for what should happen in the future.

METHODOLOGY

The approach to this evaluation was relatively simple and straightforward: I reviewed documents, interviewed officials and participants, and travelled to various places where training had been carried out. Since no training took place during the time I was in the field, I could not observe actual sessions.

I began reviewing documents and interviewing in Washington, DC, but spent most of my time in Abidjan, and finished up the assignment with short visits to Conakry and Dakar. A list of the persons interviewed appears in Annex 2.

In Abidjan, I divided my time between RTI's Training Manager (J-M Lebreton), RHUDO staff, and various Ivoirian officials. Due to time pressures, only one site visit was possible and, although it would have been good to see other municipalities, much useful information was gained on our trip to Aboisso. I debriefed RHUDO staff members prior to leaving for Conakry, and discussed with them the overall remarks contained in the first part of Section IV (Analysis and Discussion) together with an initial list of the recommendations appearing in Section V. Both sections have been expanded since that time.

I then spent several days each in Conakry and Dakar, where I interviewed Mission staff and host country officials. My purpose here was primarily to discuss the reactions to RHUDO training so far and to collect suggestions for the future.

In early October, a briefing session was held at the Office of Housing in Washington where an initial draft of this report was discussed. Present were Monique Cohen, Jeoffrey Boyer, Lee Roussel, and Sonia Hammam. Their comments and suggestions have been incorporated into the revised version of this report. This revised version was then sent to Abidjan for review and comment. The suggestions of the RHUDO in Abidjan (and, in particular, those of Carleene Dei), were then put into this final version of the report.

II. TRAINING STRATEGIES AND PROGRAMS

INTRODUCTION

RHUDO has an exceptionally strong and well-qualified team in Abidjan, consisting of 6 professionals (3 direct-hire, 3 contract), and 3 support staff. Their combined expertise covers areas in urban and regional planning, engineering, financial analysis, urban anthropology, and business administration. Tables 2.1 and 2.2 list the RHUDO personnel and their functions.

Within RHUDO, there is no clear division of responsibility for training. Lebreton, as RTI's resident training specialist, is clearly the lead person here, but all RHUDO staff are involved in training to some extent.

Enders, for example, tends to handle the Sahel and Central Africa (e.g., Senegal, Mali, Niger, but also Gabon and Cameroon), while Dei is somewhat more involved with the coastal countries (e.g., Guinea, Ghana, Togo). All RHUDO staff work closely with activities inside the Côte d'Ivoire.

RHUDO's program, broadly speaking, is to address urban development needs—in particular, decentralization and privatization—through training and policy dialogue. RHUDO sees training as fulfilling two main aims: strengthening national training capacities, and meeting USAID Missions' training needs.

"Present RHUDO objectives are the following:

- A. Support increased decentralization of political, administrative and fiscal responsibility.
- B. Support the promotion of municipal government through the provision of training to central and local-level municipal agents.
- C. Promote the expansion of the private sector, especially in the area of the provision of services formerly supplied by the public sector through technical assistance and training.
- D. Encourage the reform of national Housing Policies in favor of lower more appropriate standards, cost recovery, and lower-income target groups.
- E. Assist institutions within host countries to increase their capacity to plan, implement and evaluate development projects with an eye to assuring sustainability.
- F. Work with USAID missions to convince them of the importance of urbanization issues; and, to encourage them to incorporate these considerations into their planning strategies and program portfolios where appropriate."

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TABLE 2.1

RHUDO/WEST AND CENTRAL AFRICA STAFF

STEPHEN GIDDINGS

Assistant Director: B.A. Political Science, Wesleyan University; M.A. Public Administration, Syracuse University; 5 years experience in Africa in 17 countries; 6 years in US Department of Housing and Urban Development; 4 years as Director of Planning in Boston Housing Authority; AID/PRE/H since 1980.

MICHEL ENDERS

Senior Urban Development Officer: B.A. Geography, M.S. Water Resources Management, M.S. Urban and Regional Planning, University of Wisconsin; M.A. Geography, Ph.D. Geography, Clark University; 5 years experience in Africa in 8 countries; Professor (GWU, University of Wisconsin, U. of Paris XII), AID/PRE/H since 1986.

CARLEENE DEI

Housing and Urban Development Officer: B.A. Political Science, Cornell University; M.A.T. (Education), Harvard University; M.A., M.Phil, Ph.D. Anthropology, Columbia University; 10 years experience in Africa in 6 countries; Professor (Abidjan); AID/PRE/H since 1986.

W. SCOTT JOHNSON

B.S. Civil Engineering, University of Colorado; 17 years experience in Africa in 10 countries; 5 years in Peace Corps, Côte d'Ivoire; Surveyor; PSC with RHUDO since 1977.

JEAN-MICHEL LE BRETON

B.A. Modern Literature, M.A. Education, University of Poitiers; Post-graduate diploma in International Relations, Institute of Political Science (Paris); 10 years experience in Africa in 10 countries; Teacher (Sweden); Professor (Ghana); Training Advisor for 1 year, International Institute for Public Administration, Paris; PSC with RHUDO since 1989.

**TABLE 2.2
RHUDD/WCA
STAFFING PATTERN**

Name	Date Begin Assignment	Contract or Tour Ends	Funded Until	Funding Source	HL or RTP (USDH & PSCs)	Country Responsibility
U.S. DH						
Giddings	08/03/88	08/08/91	DH	OE	R&R 08/89 R&R 08/90 HL 08/91	Overall Supervision
Enders	02/02/87	08/02/91	DH	OE	HLRTP 08/89 R&R 08/90 HLTran 02/91	Senegal, Niger, Côte d'Ivoire, Mali, Zaire, Cameroon
Dei	03/15/89	03/15/91	DH	OE	R&R 12/89 HLRTP 08/91	Ghana, Gabon, Côte d'Ivoire, Training, ADB Guinea, Burkina
FSN/DH						
LY	08/21/81	N/A		OE		N/A
US-FSN/PSC						
Agossou	07/04/89	07/04/92		OE		N/A
Merrill	09/28/89	09/28/91		Project		Côte d'Ivoire, Training
INSTITUTIONAL CONTRACTORS						
Johnson	07/07/89	08/30/92		Project	R&R 07/90 HLRTP 07/91	Regional Technical Services, Côte d'Ivoire, Senegal, Gabon, Togo
LeBreton	01/02/89	08/30/91		Project	R&R 08/90 HLTran 08/91	Training
Oumar	01/02/87	08/30/91		Project		N/A

Although originally begun in the Côte d'Ivoire, RHUDO has expanded its training activities outward into the region. The "region" comprises 25 West and Central African countries, Anglophone and Francophone. At the moment, RHUDO deals almost exclusively with Francophone countries, and with only a small proportion of these.

Overall, RHUDO is "consolidating" its activities in Côte d'Ivoire while trying to both promote and serve the interests of various USAID Missions in the region. These Missions participate in training by funding participants at conferences and specific training activities.

REGIONAL TRAINING STRATEGY

As mentioned above, RHUDO's major "agenda" in the region includes decentralization and municipal finance/management. The assumed compatibility of these themes with the concerns of USAID missions is a key element in the strategy, as the following summaries make clear:

"The goal of RHUDO/WCA's regional strategy is that of improving shelter and living conditions for the urban poor. To attain this goal, the RHUDO is supporting policies that increase the administrative and fiscal responsibilities of municipal governments and the private sector. It is also undertaking activities which strengthen secondary cities and municipal development. The RHUDO believes that these activities are complementary to those of the USAID missions and will therefore promote collaboration."

Or again:

"RHUDO'S activities are focused primarily on strengthening secondary cities and promoting municipal development... This approach also holds the greatest promise for eventual collaboration with USAID missions in the region since it is complementary to their own traditional rural development efforts."

Training is planned and delivered at three inter-linked levels:

International

The first level is international, covering the region and even some countries outside it. Here, a high-level policy conference is organized, bringing together officials from a number of countries to discuss a theme common to them which RHUDO shares. Typically, RHUDO initiates such conferences. Only one or two such events are planned per year. Conferences of this type have been held on decentralization, market town development, and privatization.

National

The second level is national; RHUDO organizes conferences, meetings and training sessions for officials of one country. The themes or topics covered often arise directly from the regional discussions, but these national activities are organized at the request of either the host country or the USAID country Mission. Typically, such training involves national-level policy issues, or the development of national action plans.

Sub-National

Finally, focused training is organized at the sub-national level, again in response to local requests.

The range of training offered is quite wide—perhaps too wide. RHUDO strategy is to offer a "menu" of training themes or topics from which Missions can choose those that interest them. Although the "menu" seems to vary somewhat depending on the document in which it is contained, the following general themes represent standard offerings.

Functionally, the training seeks to build skills in these areas:

- Creation of training units or cadres
- TOT skills
- Training of intermediate level administrators in the management of relationships with central and local levels
- Key concepts to core groups of local-level decision-makers
- Creation or improvement of local level management capacity
- Development of action plans
- Creation of documents
- Strengthening of local training capacity

Programmatically, the main topics seem to be these:

- Improving the Urban Environment
- Senior Management Skills Development
- Municipal Management
- Training of Trainers
- Housing Finance
- Microcomputer Applications
- Financial Management
- Decentralization
- Market Town Development
- Secondary City/Local Economic Development and Employment Generation
- Privatization of Urban Services
- Training Institution Capacity Building
- Local Revenue Generation (e.g., through property tax)

This strategy is well developed in the Côte d'Ivoire, Burkina Faso, Senegal, and Guinea. The different training preferences of different Missions in the region are outlined in Table 2.3.

The strategy seeks to develop "chains" of inter-related training activities. The large regional conference in the Côte d'Ivoire on market towns—"Market Town Development and Rural Growth: Economic and Social Linkages"—is a good example of a keynote policy conference that promoted subsequent training activities at lower levels.

TABLE 2.3
PERCEIVED TECHNICAL ASSISTANCE AND TRAINING

Countries	T H E M E S						
	Market Town Second- ary City Development Long Range National Development	Role of Private Sector in Local Economic Development	Training of Trainers (Small Business and Micro-Enterprises Development) (Man- agement Skills)	Training Needs Assessment	Housing Finance Strategies	Designing Training Programs	Sites and Services Projects and Neighborhood Upgrading
Burkina Faso	X						
Gabon		X			X		X
Guinea-Bissau						X	
Guinea	X		X				
Mali	X						
Niger	X	X	X			X	
Senegal	X	X					
Sierra Leone				X	X	X	
Togo*		X					
Ghana*	X						

*This information was obtained from direct discussions with Missions.

Held at Yamoussoukro in January of 1989, it attracted 140 participants from 27 countries. In addition to government officials from the region, people from World Bank, FAO, UNCHS, UNDP and USAID attended. Action plans were developed which were intended to act as guidelines for follow-up activities with individual missions and on a sub-regional basis.

National conferences on related themes were subsequently held in Burkina Faso (Financing and Managing Decentralization), Guinea (Market Towns and Rural Development), and Côte d'Ivoire (Local Economic Development and Employment Generation).

Requests have also come in from other countries in the region, including Cameroon, Niger, Mali and Ghana.

"RHUDO attributes this transformation in Mission attitudes in large part to the dynamism of its Regional Training Office that, over the last year, has hosted a series of well-attended conferences on topics of concern to the Missions."

To manage its relationship with the region, RHUDO has established three levels of priority. First priority countries are Côte d'Ivoire, Senegal, Guinea and Mali. Second priority countries are Gabon, Burkina Faso, Niger, Ghana, Cameroon, and Togo. Third priority countries are Guinea Bissau and Cape Verde.

Other countries—e.g., Mauritania, Nigeria, Zaire, etc.—are not on any priority list.

COTE d'IVOIRE TRAINING STRATEGY

Despite the steep rise in regional activity, most training has, in fact, taken place in Côte d'Ivoire. All of it has occurred in Abidjan; and all has been designed to build a training capacity within the Direction des Collectivités Locales (DCL) and to continue activities supporting the HG program—e.g., specific management training at the municipal (commune) level.

RHUDO began in Côte d'Ivoire with housing programs, and moved eventually to the financing of urban infrastructure, community facilities, and neighborhood upgrading. Eventually, secondary cities became the focus as a support to decentralization efforts. Today, the focus is institutional development increasing technical capacity at the municipal level, and increasing sustainability through cost recovery. Much of this agenda is promoted directly through training.

For these training activities, specific goals include controlling the flow of disbursements, improving criteria for programming and fund distribution, improving coordination between ministries and different levels of government, and undertaking institutional development through training.

"Initial activities focused on creating a training capacity in the Directorate of Local Government (DCL) through training-of-trainers and a training needs assessment, strengthening technical and management skills of senior municipal managers through seminars and technical assistance, and conducting seminars or roundtables on micro-policy or policy implementation issues, such as the simplified cadastral survey.

"Within the Côte d'Ivoire, the MMTP initiated the creation of training capacity within the DCL and provided computer training for four staff members. Other actions undertaken with the DCL include: the development of job descriptions for municipal personnel; the creation of model contracts between municipalities and the private sector for the provision of various services; and the publication of a quarterly municipal newsletter." (27)

The overall intent is to create a capacity-building model that can then be applied to other countries in the region.

FUTURE DIRECTIONS

As mentioned above, RHUDO has established priority countries within the region. It is clear that the regional training program is operating at or near peak capacity; and, that without both more money and more staff, little more can be done at the moment. The analysis section of this report will discuss ways and means of augmenting activities.

For the future, then, RHUDO sees itself as developing its capabilities as a regional center offering a range of training and related services to Missions and governments. Marketing, transfer of skills, and finance appear as the keys to the success of this effort.

Within the Côte d'Ivoire, a different sort of problem presents itself. With the approval of the DFA-funded project (see the summary of this project on pages 31-32), RHUDO has been given the opportunity to establish itself as the main implementer of what will essentially be a new bilateral program. Training will be a major component of this project. The success of this project will depend in large part on how RHUDO manages and shapes its relationship with the REIDSO Mission in Abidjan, and how it manages the relationship between its existing training program, based on the RTI contract, and the new program.

PROGRAM DETAILS

Details of the various training activities are set out in a variety of documents, and will not be discussed in individual detail here. A summary of training activities undertaken between 1987-1990 appears in Annex 4. Several overall points will be made, however, that relate to their operation.

Approach

In general, the approach is participative and needs-based. Most programs have been preceded by some sort of needs analysis, and many are subject to some form of follow-up, although it is minimal in many cases because of time and resource constraints. Training events are carefully monitored and evaluated using relatively standard methods. An example of evaluation questionnaire, together with responses from several training activities, appears in Annex 3.

Resources

At present, the RTI training manager is primarily responsible for designing and managing training, although he is helped in this task by others in RHUDO. But, given the number and

variety of the training events carried out so far, it is clear that personnel are being used to their limit.

One clear shortfall in the present program (of which more will be said later) is the lack of local training institutes involved in RHUDO programs. With a few exceptions, efforts to identify and involve local trainers and training organizations have not borne fruit. In part, this is because of the generally bad economic situation in the region, which has forced many management training institutes out of business and crippled others. In part, however, it is due to the enormous difficulties of identifying and working with local groups.

Activities

A complete breakdown of all the training activities carried out since April 1987 appears in Annex 4. The breakdown includes, for each event:

- Title of the event
- Objective or purpose
- Date and Place
- Type of Event (workshop, conference, etc)
- Contractor(s)
- Number of participants (and number of women)
- Cost
- Co-sponsor
- Short description of the activity.

More than 30 training activities are noted here, including those within the Côte d'Ivoire.

III. RESULTS

INTRODUCTION

The results of training are difficult to assess, even under ideal conditions. Training in the region occurs under conditions which are far from ideal. The lack of time, money, and personnel make follow-up and evaluation difficult to achieve.

Classically, training produces—or should produce—changes in three things:

- Knowledge
- Skills
- Attitudes

These, in turn, can produce outcomes at three linked levels:

- Individually, in terms of what someone learns by going through a training program
- Career-wise, in terms of how effective and successful someone is because of training
- Organizationally, in terms of how well an organization works because it has trained people in it

Few training programs have the resources to document changes at all of these levels. For the MMTP, detailed evaluation studies simply do not exist. Nevertheless, it is possible to infer or indirectly measure the success of training at the organizational level by looking at benchmarks or indicators.

Two main sets of these are important. The first, at the regional level, is the degree of Mission and AID financial participation in the training activities. The assumption here is quite simple: Missions, as customers, are unlikely to pay for training that they perceive as either irrelevant or inadequate.

The second, at the local level in Côte d'Ivoire, concerns the performance of the DCL and the communes—the recipients of training. Although the Ivoirians do not pay for training, they use it.

MISSION SUPPORT AND PARTICIPATION

Money is the single biggest constraint on the RHUDO training program, both in terms of sustaining activities already begun and beginning new ones. Institutional and personal contract arrangements take almost three-quarters of RHUDO's discretionary program budget. As a result, training in the region must be supported by non-RHUDO contributions. One clear measure of program success is, therefore, the degree to which these contributions materialize.

Tables 3.1, 3.2, 3.3, and 3.4 set out levels of funding for various aspects of RHUDO's program from 1988-1991. As is evident, there is a significant degree of "buy-in" activity on the part of several regional USAID Missions, together with a high degree of overall support from AFR/TR

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in Washington. In FY89, RHUDO training also received considerable support from central funds: AFR/TR provided \$150,000; AFR/DP \$50,000. The FY90 HRDA request for \$165,000 was not funded, however.

"Support" is indicated in other ways, too. The degree to which links actually form between regional, national, and local training events is a powerful indicator of success. This has happened in several cases. For example, the Yamoussoukro conference led to national conferences in Burkina Faso and Guinea, a planned decentralization conference in Senegal, and a variety of smaller sub-national activities. All of these were supported financially by the Missions and managed by RHUDO.

In another example, national training on the management of administrative units (Guinea) was followed by a Presidential Decree changing procedures for top-level government officials and a request for additional training at the sub-national level. Although this request could not be met, the link between training, policy and follow-on activities is clear. Faced with limited resources, RHUDO will need a well-defined policy about how and where to follow-up.

In addition to training that has actually taken place must be added the increasing volume of requests for assistance which have come as a result of publicity or initial contact with RHUDO programs and personnel.

Finally, it is worth noting that the participant evaluations that I reviewed were uniformly positive. Although such evaluations do not necessarily guarantee improved performance, they are a good indicator of both the skill of the trainer and the extent to which training is perceived as relevant to participant concerns. Annex 3 contains examples of program evaluations.

GOCI BENCHMARKS

As mentioned earlier, RHUDO training efforts in Côte d'Ivoire are designed to complement and support HG activities. Given the fact that no systematic attempt has been made to document follow-on results of training, any listing of "results" is necessarily based on what is available, rather than what might be most useful. Nevertheless, interviews with Ivoirian officials produced several different measures of success, and these are briefly listed and discussed here.

In discussions with municipal officials and staff at the DCL, I concentrated on three areas for evidence of improvement due to training:

- The extent to which communes in Côte d'Ivoire are better able to carry out financial planning;
- The extent to which they are able to increase municipal revenue; and
- The extent to which the DCL has increased its training capacity.

In each case, the results—although not dramatic—indicate a definite improvement.

TABLE 3.1
RHDO/WCA
MISSION FUNDED ACTIVITIES
FY 88 - 90

	FY 88	Use	FY 89	FY 90
	Approved		Projected	Projected *
I. Personal Service Contractor				
<u>Resident Advisor (Locations)</u>				
A. Senegal Project Ass't	15,000	15,000	15,000	15,000
Subtotal:	15,000	15,000	15,000	15,000
II. Training & Conferences				
<u>Activity (by Type)</u>				
A. Senegal Municipal Training	92,000	92,000	10,000	0
B. Senegal Decentralization Study Tour	10,000	10,000	0	0
C. Participant Costs - Privatization Conference	34,000	34,000	0	0
D. Senegal Cadastral System Study Tour	4,000	4,000	0	0
E. Niger Decentralization Study Tour	0	0	10,000	0
F. Participant Costs Market Towns Conference	0	0	80,000	0
G. Participant Costs other Regional Training Activities	0	0	50,000 (est)	100,000
H. Other Training & Conference Activities				150,000
Subtotal:	140,000	140,000	150,000	250,000
III. Project Development & Implementation (by Country)				
A. Senegal 2'chor Cadastral Survey	70,000	70,000	150,000	80,000
Subtotal:	70,000	70,000	150,000	80,000
IV. Special Activities (by Type)				
A. Decentralization Study Senegal	191,000	0	200,000	0
B. ADB Urbanization Study (REDSO)	44,000	44,000	20,000	0
C. Market Town Assessment Niger	0	0	42,000	?
D. Market Town Assessment Ghana	0	0	50,000	?
E. Mali Study on Urban Obstacles to Rural Devel.	0	0	30,000	?
Subtotal:	235,000	44,000	342,000	0
GRAND TOTAL:	460,000	269,000	657,000	330,000 *

* At this time it is premature to project total mission support for RHDO generated activities in FY 90 and hence the Grant Total is misleadingly low. It is fully anticipated that follow-on activities to the regional training programs, and to the current activities in Senegal, Ghana, Niger, and Mali, and new initiatives in other countries will be supported in part by missions and will thus significantly increase the final figure.

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TABLE 3.2
RHUDO/WCA
MISSION FUNDED ACTIVITIES
FY 89 - 91

	FY89 Approved	Used	FY90 Projected
I. Personal Service Contractor			
<u>Resident Advisor (Locations)</u>			
A. Senegal Program Assistant	15,000	15,000	- 0 -
Subtotal	: 15,000	15,000	- 0 -
II. Training & Conferences			
<u>Activity (by Type)</u>			
A. Yamoussoukro Conference on Market Towns & Rural Growth, January, 1989	43,000	43,000	- 0 -
B. Study Tours by Niger/Senegal Delegations (March/July 89)	10,500	10,500	- 0 -
C. Regional Seminar on Management Skills (June 89)	5,000	5,000	- 0 -
D. Dakar Municipal Training First Session (Sept. 89)	1,500	1,500	- 0 -
E. Regional Conference on Local Economic Development Abidjan (Sept./89)	8,230	8,230	- 0 -
F. Decentralization Seminar, Ouagadougou (Oct. 89)	36,000	36,000	- 0 -
G. Dakar Municipal Training Second Session (Nov./89)	2,000	2,000	- 0 -
H. Training Seminars in Guinea (Dec. 89/Jan. 90)	24,000	24,000	- 0 -
I. Regional Seminar on Market Towns Conakry (May 90)	36,000	- 0 -	- 0 -
J. Seminar on Decentralization, Local Government Financing, Dakar (Sept. 90)	- 0 -	- 0 -	98,000
K. Management Skill Seminar(s) for Prefects, Guinea (1990)	- 0 -	- 0 -	14,000
L. Dakar Municipal Training Needs Assessment	- 0 -	- 0 -	17,000
M. Other Training Activities	- 0 -	- 0 -	8,000
Subtotal	: 166,230	136,230	137,000
III. Project Development and Implementation (by Country)			
A. Senegal/Ziguinchor Cadastral Survey	135,000	135,000	210,000
Subtotal	: 135,000	135,000	210,000
IV. Special Activities			
A. Ghana Market Towns Study	78,000	- 0 -	- 0 -
B. Niger Market Town Analytical Work	60,000	- 0 -	- 0 -
C. Guinea Market Towns Study	- 0 -	- 0 -	85,000
D. ADB Water & Sanitation Study	- 0 -	- 0 -	60,000
Subtotal	: 238,000	138,000	145,000
GRAND TOTAL	: 454,230	418,230	492,000

TABLE 3.3

RHDD/MCA
TECHNICAL ASSISTANCE ACTIVITIES
RESEARCH STUDIES AND TRAINING ACTIVITIES
BY FUNDING SOURCE

ACTIVITY	TYPE ^a	COMPLETION DATE	TOTAL AMOUNT	RHDD CONTRIBUTION			MISSION CONTRIBUTION			OTHER
				FY89	FY90	FY91 (est.)	FY89	FY90	FY91 (est.)	
A. International/Regional Conferences and Training Activities										
- Washington Policy Conference	a	Nov. 88	9,000	9,000	-----	-----	-----	-----	-----	-----
- Yamoussoukro Conference (on Market Towns & Rural Growth)	a	Jan. 89	280,000	163,000	-----	-----	43,000	-----	-----	74,000 (AFR/TR)
- Management Skills Seminar (Abidjan)	a, b	June 89	54,884	-----	-----	-----	5,000	-----	-----	49,884 (AFR/TR)
- Local Economic Development and Employment Generation (Abidjan)	a, b	Sept. 89	44,605	-----	-----	-----	8,230	-----	-----	36,375 (AFR/TR)
- Capital Cities Conference (Dakar)-ICM	a	June 90	13,659	-----	13,659	-----	-----	-----	-----	-----
- Low Infrastructure Conference (RTI - ICM)	a	Sept. 90	119,335	-----	44,335	-----	-----	75,000	-----	-----
- Regional Conference (topic to be determined)	a	FY91	120,000	-----	-----	45,000	-----	-----	75,000	-----
B. Country-Specific Training Activities										
- Senegal: Municipal Training Dakar - First Session	b, c	Sept. 89	1,500	-----	-----	-----	1,500	-----	-----	-----
- Senegal: Municipal Training Dakar Second Session	b, c	Nov. 89	2,000	-----	-----	-----	2,000	-----	-----	-----
- Senegal: Municipal Training Needs Assessment - Dakar	c	July 90	17,000	-----	-----	-----	-----	17,000	-----	-----
- Senegal: Conference on Decentralization	a, b	Dec. 90	80,000	-----	-----	-----	-----	-----	80,000	-----
- Burkina: Decentralization Conference	a, b	Oct. 89	48,762	5,445	-----	-----	43,317	-----	-----	-----
- Burkina: Financial Management Seminar	b	FY91	15,000	-----	-----	-----	-----	-----	15,000	-----
- Guinea: Seminar on Management Administrative Unit	b, c	Dec. 89	13,120	-----	-----	-----	-----	13,120	-----	-----
- Guinea: Training of Trainers	b, c	Jan. 90	10,800	-----	-----	-----	-----	10,800	-----	-----
- Guinea: Market Towns Conference	a, b	May 90	42,000	-----	-----	-----	-----	42,000	-----	-----
- Guinea: Management Skills for Prefects	a, b	-----	-----	-----	-----	-----	-----	-----	-----	-----
- Guinea: Topic to be determined	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
C. Research/Studies										
1. Demographic Studies										
A. Senegal (in-house)	d	Nov. 89	-----	-----	-----	-----	-----	-----	-----	-----
B. Mali (in-house)	d	Oct/Nov.89	-----	-----	-----	-----	-----	-----	-----	-----

TABLE 3.4
MISSION - RHUO/WCA
FUNDED TECHNICAL ASSISTANCE AND
RESEARCH STUDIES

<u>ACTIVITY TYPE</u>	<u>CONTRACTOR</u> (proposed)	<u>COMPLETION DATE</u> (proposed)	<u>AMOUNT</u> (estimated)
I. <u>Demographic Studies</u>			
A. Senegal	in - house	November 1989	
B. Mali	in - house	Oct - Nov. 1989	
II. <u>Decentralization Studies</u>			
A. Senegal	RTI	May 1989	\$ 191,000
B. Mali	(SARSA)	(October 1990)	(\$ 100,000)
III. <u>Market Towns/Urban-Rural Linkages Studies</u>			
A. Niger	RTI	November 1989	\$ 82,000
B. Ghana	ABT	March 1990	\$ 124,000
C. Guinea	RTI	March-April 1990	\$ 103,000
IV. <u>Housing Surveys (for NAR)</u>			
A. Cote d'Ivoire	TRINC	December 1989	\$ 500
B. Guinea		December 1989	\$ 500
C. Senegal		December 1989	\$ 500
D. Ghana		December 1989	\$ 500
V. <u>Cadastral Systems Technical Assistance</u>			
A. Cote d'Ivoire	(TRINC)	(May 1990)	(\$ 9,000)
B. Senegal	RTI	1988 - 1990	(\$ 400,000)
VI. <u>Local Economic Development/Municipal Finances</u>			
A. Property Tax Study Côte d'Ivoire	Y. Takesian	April 1989	\$ 2,000
B. Market Place Revenue Côte d'Ivoire	J. Aberg	July 1989	\$ 17,000
C. Impact of Infrastructure Investment -- Côte d'Ivoire	(PADCO)	(June 1990)	(\$ 38,000)
VI. <u>Policy Assistance</u>			
A. ADB - Urbanization Policy	PADCO	March 1990	\$ 37,000
B. ADB Water & Sanitation	(WASH)	(June-July 1990)	(\$ 70,000)
C. Gabon Urban/Housing Policy	(PADCO)	(May 1990)	(\$ 23,000)
VIII. <u>Country Risk Assessments</u>			
A. Gabon	TSS	March 1989	\$ 18,000
B. Côte d'Ivoire	in - house	March 1990	
IX. <u>Evaluations</u>			
A. Côte d'Ivoire Upgrading (NG-003)	PADCO	March 1990	\$ 16,000
X. <u>Training-Related TA & Research</u>			
A. Burkina-Faso Public Sector Training Needs Assessment	in - house	March 1990	
B. Dakar Municipality Training Needs Assessment	(RTI)	(June 1990)	(\$ 20,000)
C. Case Studies - Regional Conference	(ICMA)	(October 1990)	(\$ 27,000)
D. Capital Cities Conference - Case Study	(ICMA)	(June 1990)	(\$ 19,000)

Financial Planning

Côte d'Ivoire now has 136 communes or municipalities. They are required to submit triennial budget plans to the DCL, and these are either accepted or rejected. Since 1987, several training programs have focused on improving the planning and management skills of communal officials, while other programs have trained trainers.

In 1987 and 1988, a series of training sessions were held in training-of-trainers and in budgeting. The participants in these activities went on to train some 330 agents at the commune level, including:

- 109 General Secretaries
- 74 Administrative Service Chiefs
- 81 Financial Service Chiefs
- 9 Technical Service Chiefs
- 57 Other Agents

The 3-year plans submitted by the communes show a clear improvement over time, as the small table below indicates:

	1987	1988	1989
Approved	91	104	106
Rejected	45	32	30
	136	136	136

And, according to the DCL officials I interviewed, such 3-year plans move through the system much faster now, saving administrative time.

Increased Revenues

In selected communes, HG-associated activities were designed to increase municipal revenues. In some areas, this involved the construction of municipal facilities such as markets; in others, studies; and in others, the adoption of a simplified cadastral system. Training in finance, budgeting, cadastral surveys, and other management topics was done in conjunction with these physical improvements.

In cases where either the cadastral system or markets have been implemented, there is a clear gain in municipal revenue, as the table below makes clear:

	1987	1988	1989
Sinfra (studies)	129,975,000	107,988,000	113,357,000
Issia (cadastre)	100,152,000	108,195,000	110,000,000
Oume (market)	115,000,000	140,000,000	145,000,000
Aboisso (market)	210,863,000	-----	271,972,000

These figures are all the more impressive when one considers that the Côte d'Ivoire is undergoing severe economic difficulty, making the generation and collection of municipal revenue even more difficult than it might otherwise be.

Training Capacity

At the level of the DCL, there has been a clear improvement in internal training capacity. Trainers trained by RHUDO have in turn trained others, and have conducted studies and needs assessments of various municipalities and municipal offices. In some cases, however, these trainers have been pulled off by other departments and, in other cases, officials trained in one municipality have been transferred to others. Although regrettable, there is little that RHUDO can do to remedy this situation and, in any case, the training is not lost, but shifted.

In one important respect, however, little progress has been made: the DCL still has not created a strong, fully functioning training cell. This point will be taken up in later sections of this report.

Thus, in terms of the indicators that are available, training appears to have been generally effective. Had benchmark indicators been designed into the project from the outset, and had a systematic monitoring procedure been put in place, a much clearer picture of impacts would be available.

Fortunately, this situation should improve in the future. The Project Paper for Côte d'Ivoire's Municipal Development Support Project (581-0004) contains several key indicators or benchmarks as part of its Logical Framework, and it is to be hoped that these will be monitored as activities proceed. Those related to training have been extracted and presented here below:

Purpose Level Indicators

- municipal-level docs produced in a timely manner and according to criteria
- increase in revenue levels
- greater frequency of public services
- management by private sector or community groups

Output Level Indicators (for training)

- presence of a functioning DCL training unit
- increase in training and inspections carried out by DCL, and in numbers of agents trained
- municipal officials and heads who have received specialized training

As can be seen from the above discussion, many of these have already been demonstrated under the MMTP; and, with proper planning and monitoring of the 0004 project, even more detailed information could be made available in the future.

IV. ANALYSIS AND DISCUSSION

REVIEW OBJECTIVES

The main review objectives of the evaluation are excerpted from the Terms of Reference and listed below. Additional comments follow.

1. Review of the activities undertaken within the Strategy in terms of their:

a. Effectiveness as an outreach tool in a region where most countries are unlikely to support HG activity in the foreseeable future

In general, both the types of activities undertaken under the training program and the way in which these activities have been carried out—including linkage and follow-up—have contributed very positively to promoting RHUDO presence and activity in the region, and to promoting an overall policy dialogue that is having positive, although not dramatic, effects, as shown by various benchmark measures.

There is room, however, for improvement in several areas, particularly in terms of strategic planning, marketing, and follow-up. These will be discussed in detail later in the report.

b. Support of the design and implementation of the RHUDO's HG and Mission non-HG programs in the region

The training activities in general support the types of activities that RHUDO has traditionally undertaken in the past not only in this region but throughout the world. As explained later in this section, however, training activities can be made even more effective if they are linked to prior needs analyses and post-training follow-up activities. To some extent, this is already done, but it could be improved. Even more important is the aspect of the marketing of training. Here again, suggestions for improvement are offered later in this section and in the recommendations.

c. Advancement of the future RHUDO agenda

There are a number of quite important issues here, some of which range well beyond the Côte d'Ivoire and the region.

In general, the training program has been quite successful in bringing the RHUDO to the attention of the Missions and the government organizations with which the Missions deal. And, in general, the kinds of results that the Missions and the organizations have obtained through RHUDO have been seen by them as positive and desirable. In this sense, the training program can be seen as a model for future RHUDO activities in this region and in other parts of the world.

At another level, however, certain aspects of this experience need to be more explicitly recognized. One is the very high quality of all the staff involved in this effort, beginning with the contract team, but extending to the other direct hires as well. The RHUDO office in Abidjan is highly competent in French, has a productive mix of disciplinary specialties,

makes full use of the accumulated experience of the country that several of its members have, and seems to have forged professional relationships of trust and substance with Ivoirian counterparts.

Although this is outstanding in many ways, it needs to be recognized that such a combination of qualities will not exist to the same degree in all places. In other words, although the procedures and the structures developed by the training program are of high quality, the results obtained owe a great deal to the calibre of the people involved. It is very important, therefore, that the program and its activities be better documented to show others how they might replicate the results.

It is also important that future training efforts concentrate very heavily on long-term sustainability and self-reliance. It is clear that if RHUDO should disappear tomorrow, the training programs it supports would largely cease. The creation of a viable, self-sustaining training cell within the DCL, and increasing use of local training institutions, need to become a high priority for the future.

Finally, the institutional and regional context needs to be considered. RHUDOs have had persistent problems with getting their agenda accepted by AID Missions. This project is no exception to that, although it seems to have been successful at getting support in various countries, and in getting money from Missions. But three main factors combine to hinder the operation of the program:

- The first is the overall economic situation of the region, which is at a crisis point.
- The second is the overall orientation within AID/Washington toward health, education and rural development, none of which necessarily sees RHUDO's areas of competence as important.
- The third is RHUDO's current level of knowledge of how to effectively market itself. Although marketing is now being done, it can be done much more effectively.

All of these factors combine. Strapped economically, host countries are hard pressed to maintain essential services, and are reluctant to commit scarce resources to activities such as training. For its part, Washington does not normally reward Missions for working with RHUDO, since the agendas appear so dissimilar. In reality, they are not so dissimilar, but this is a problem of perception that needs to be addressed through marketing.

Until this situation changes, there is little chance that RHUDO's expertise and potential will be completely used by country Missions; but, in the meantime, there are things that can be done. RHUDO can learn to market itself more effectively, and the Office of Housing in Washington can become more effective at promoting its agenda at the AID policy level. Although, as noted below, RHUDO already engages in marketing activities, these should be examined critically as part of an overall strategy, and improved where necessary. Together with efforts by the Washington office, this should help advance RHUDO's agenda in the region.

2. The quality of individual training events and the use of training resources

In general, the training has been planned in a very logical and straightforward way. It is difficult to see how more could have been achieved; indeed, the resident manager of the training program has a very high energy level and a high level of efficiency. The use of resources under this contract appears to have been near optimum.

Nevertheless, certain observations can be made. First, the choice of participants and target groups is, in general, well planned; but the nature of the buy-in relationship encourages "targets of opportunity", as well. By this, I mean that Missions sometimes request—and RHUDO sometimes accepts—training assignments (and specific participants) more as a function of what is available rather than what is optimal. Although in the real world very few situations are optimal, RHUDO can and should give the Missions advice and guidance about both the types of training that would be best and the types of participants who might benefit the most.

Second, RHUDO has managed to provide training at a very low cost to the Missions, and this is good. At the same time, RHUDO might want to re-examine the way training is costed, so as to make Missions more aware of the true global costs of the services RHUDO provides. Here, a fine line must be followed permitting RHUDO to recover not just travel and per diem costs, but also a portion of the RTI contract, while at the same time not "pricing themselves out of the market". One of RHUDO's main selling points, at the moment, is that their services are comparatively inexpensive; this advantage should not be relinquished.

Third, follow-up activities, although good, may need to be increased—specifically, keeping a database of all the participants touched by training programs in the various countries, making sure that they are regularly contacted. Meeting with them several times each year, is a good way to ensure continuity of effort and of interest.

Fourth, the involvement of local trainers and training institutes must somehow be increased, despite the obvious constraints and difficulties. In addition to delivering high-quality training, the program should be creating an awareness of the usefulness of training—together with a training capacity—in various organizations.

And, finally, there needs to be more outreach to private and quasi-private training bodies. RHUDO has made a concerted effort to work with Ivoirian training organizations, but the results have been discouraging. Efforts should continue but, clearly, it is not in RHUDO's interests to become involved with incompetent or ineffective organizations. Outreach efforts should focus on identifying and strengthening those groups that show the most promise.

3. The management of the RHUDO/WCA training program:

The management of the training program, in some ways, is a model for future activities. The contractors are integrated into most RHUDO activities, participate in planning and evaluation meetings and, in general, have an excellent personal and professional relationship with the rest of the office. This is probably one of the keys to the success of the training programs—that the training officer and his staff have the support of the rest of the RHUDO. At the same time, it seems clear that more use could be made within RHUDO of the planning

and management skills of the resident RTI training manager, particularly with regard to strategic planning, marketing and follow-through.

In terms of how the training program is managed between the RHUDO and the Missions, here again the program is in some ways a model. The overall strategy is to involve countries and Missions through a series of regional meetings and conferences on themes of common concerns. This is then followed by national training sessions in each country. Eventually, these will be followed up by in-country, situation-specific trainings. This model could be considerably improved with more attention by RHUDO to the various planning cycles in the Missions, particularly those involving the CDSS and HRDA.

Several specific points might be noted here. First, not enough attention is being given to marketing RHUDO and its activities. There are several ways in which this can be done more effectively, including: the preparation of publicity brochures, the creation and maintenance of participant networks, and timed visits to each mission to help in drafting their training plan for the coming year. In addition, more active lobbying of host country officials would create awareness of RHUDO's potential to advance mission agendas, and would stimulate their desire to buy in to RHUDO programs.

At another level, however, it is clear that more needs to be done in Washington to: (a) advance the Office of Housing agenda at the highest levels of AID; and, (b) develop a greater technical understanding of the role of training in the policy and practice dialogue.

Finally, considerable thought needs to be given to how new activities under the DFA financed program will be integrated into current RTI activities. The present program, although highly successful, is stretched to its limit. If significant advances are to be made, the program must be continued and extended not only in Côte d'Ivoire but in other countries of the region. To the extent that RHUDO's marketing is successful, in other words, demand for training and associated services will increase; but, at the same time, the new program will make heavy demands on RHUDO.

One way to deal with this would be to make the RTI contractor more of a training manager and less of a trainer; this means identifying and working with capable regional trainers which is not, from experience, easy to do.

There are two main possibilities here: (a) identifying local Ivoirian trainers in the private or semi-public sector and turning them into management consultants; or, (b) setting up training cells within various government departments, similarly to the way this has been done within the DCL and, in this way, attempting to build internal training capacity.

The overall thrust of these activities should be to promote more local-level training at the municipal level in areas that are of immediate and practical concern (such as cost recovery, planning, budgeting, monitoring, contracting out, etc.).

Similarly, successful exercises at the local level need to be followed up and written as mini-case studies to be used for national or regional training purposes. To the fullest extent possible, the documentation of results achieved from training at all levels needs to be complete and accurate.

4. The impact of the training strategy/program on:

- National policy formulation
- Urban resource management
- Training institution capacity building and networking
- Improved municipal management

It is clear that results here have been mixed. In terms of national policy, some movement has been noted, particularly in terms of cadastral activities. Here, training has been effectively combined with technical assistance to produce on-the-ground results that can be used very effectively in a policy discussion. In terms of urban resource management and municipal management, results are also positive, although not dramatic.

In terms of training institution capacity building and networking, the results are less impressive. RHUDO—through training, conferences, and newsletters—has built an effective network in the region, and this has helped generate support for its activities. But efforts to create and support training institutions have been less successful. The reasons for this include the overall lack of competent trainers and institutions, the current economic situation and, perhaps, a lack of attention to institutional dynamics.

The creation and support of training capacity within the DCL has not worked as well as was hoped for. Although trainers have been trained, some of them have been pulled off by other organizations, indicating an unwillingness or inability of the DCL to create or maintain attractive working conditions for them. The training "cell" within the DCL has been relegated to a relatively inferior position in the organizational hierarchy, which may indicate a lack of interest at upper levels.

The reasons for these varied outcomes are unclear. The training-of-trainers that RHUDO provided appears to have been highly successful (ironically so, since some of the beneficiaries have used the training to get other jobs!), but the institutional framework within which the training was planned to function appears not to have been fully understood or taken into account. The sustainability and expansion of training requires that, somewhere, training capacity be built and strengthened. The DCL seems the logical place for this capacity. If this is not working as planned, RHUDO needs to understand why and either take corrective action or devise a new strategy for sustainability. In either case, sustainability should remain a very important priority for the program.

The related question of how best to promote "policy dialogue" and achieve solid results is one which will continue to preoccupy the Office of Housing and RHUDO offices. There needs to be a more realistic understanding in Washington to the limits of RHUDO influence on policy and, in the field, a more clear understanding of the distinction between activities designed to promote training objectives as distinct from activities to bring about policy change. Even under the best of circumstances, policy changes will be slow, incremental and uneven.

Finally, given the relatively small amounts of money available to support policy change, attention needs to focus on other ways to achieve mutually-acceptable outcomes.

DISCUSSION: WHERE DO YOU GO FROM HERE?

The overall situation

This is a time when, because of the economic crisis, African governments are ready to hear new things and try new approaches—not just in terms of what to do, but how.

Done intelligently, training avoids the trap of forcing people to adopt outside models, rules or prescriptions. It allows a realistic policy dialogue to develop based on real needs, priorities and perceptions, as trainers and participants exchange views.

Training in management, moreover, allows participants to describe and analyze their own work situations, and to adapt tools and skills to their specific needs rather than being asked to use approaches developed for use elsewhere. Although there are sets of concepts relevant to management in any country, their effective application depends on the development of a localized dialogue. If done in this way, good management training promotes sustainability by giving people the tools to do their own analysis, define and identify their own problems, and come up with solutions or approaches that fit within the local context.

For this reason, it is important (a) that all RHUDO staff have some basic training background; and (b) that they all become involved, in one way or another, in various training activities. This is happening within RHUDO and within the Office of Housing generally but the process could be improved and accelerated.

RHUDO has traditionally been both relatively independent from USAID Missions and concerned with urban, as opposed to rural, matters. Today, RHUDO has lost a great deal of its financial independence, and Missions have been quick to notice this. RHUDO's problem at the moment is how to redefine itself in terms of this changed relationship.

There is pressure from several quarters to redefine RHUDO and its activities solely in terms of Missions' present agendas, but this would be a mistake for two reasons. The first is that RHUDO is good at training, and getting better. The second is that the things RHUDO knows most about—all related to aspects of larger human settlements—will become increasingly important to USAID Missions in the near future.

The facts speak for themselves. Urban growth rates are high, and will remain so for sometime to come. In many countries, an increasing proportion of GDP comes from urban, not rural, activities. Privatization, decentralization, governance, and the environment—to cite a few of the currently fashionable buzz-words of the day—all need to be planned and run from urban areas if they are to have any hope of success.

The combination of cities and management skills, in other words, is in many ways the key to the future of development, and RHUDO has a better track record here than anyone. The problem, therefore, is to forge a relationship with Missions and other agencies that does not throw away these assets.

Now that RHUDO doesn't have HGs to generate money, they need to be more responsive to regional and Mission needs, and to integrate themselves with these other activities. When Côte d'Ivoire becomes a bilateral Mission, as it probably will, the new RHUDO program here

will probably constitute a significant portion of the Mission "portfolio". This program is, therefore, an unparalleled opportunity to promote the RHUDO agenda.

There are several currents which right now are in RHUDO's favor if it wants to carve a new role for itself. This role should be market-oriented and based on comparative advantage: ie, what do people need, and what does RHUDO do best?

Needs:

Missions have reduced staff and less money; therefore, the need is for cost-effective, sustainable inputs that have multiple spinoffs. Training and research can be these things. RHUDO has already demonstrated that it can deliver economical, effective training from an African base.

Needs:

Despite long-term priorities, Missions also need some flexibility of maneuver; the ability to identify and investigate new areas that impinge on their primary concerns. Dialogue through training is a proven way to acquire this.

Needs:

More ground-level information: Missions need more accurate information from their client constituencies about what is needed, what works and what doesn't. Research funded along normal lines is time-consuming and expensive; training and short-term focused research, if properly done, is much more effective.

Relations with the Missions

Forging a new relationship with Missions will not be easy, however. They, like RHUDO, have resource problems, and they, too, are under pressure to get quick, visible results. Their staff ceilings are low, they need high-impact programs, and they would prefer to concentrate on fewer, not more, activities. RHUDO's agenda appears—and is—peripheral to their concerns, which lie mainly in the areas of health, education, agriculture, and rural development.

As John Miller pointed out in his evaluation of RHUDO/CAR:

"While the RHUDO view is to aggressively seek access to other AID resources (a fact obvious to and sometimes resented by Missions), Missions often see RHUDO as extraneous to their programs, simply not in their plans. Missions believe RHUDO should have its own resources, from HG itself, or grant funds associated with HG."

(13)

RHUDO's agenda is quite simple: to convince Missions that urban development is important, and to show how training can be combined with other activities to promote change, both on the ground and in the policy sphere.

RHUDO's problem here is fundamental: it needs to persuade Missions that its activities are useful, but it cannot do this by marketing urban development alone. Nor can it hope to attract buy-ins by "complementing" existing Mission activities, since complementary activities, by definition, exist in addition to the present Mission agenda. Such activities are unlikely to be seen as priorities for scarce Mission funding.

The short-term solution to this problem is quite simple: fit in. Find out what Missions need, and persuade them that what RHUDO can offer is indeed the answer to their (some of) prayers. Private-sector promotion, for example, involves a host of things that RHUDO knows about; ditto for decentralization and local revenue generation.

It should be admitted, however, that 'leading' the Missions in this way is difficult. Missions are under fairly direct pressure from Washington to work in a few specific sectors, none of them central to RHUDO's experience and expertise. RHUDO can intervene only if directly invited. Much of what RHUDO has to offer in the way of training may appear irrelevant to Mission concerns. All of this makes the task of marketing difficult.

But the simple fact is that Missions, too, are resource-poor, and some of them are getting poorer. All of them are under pressure from Washington to put this money into very specific areas. RHUDO is, in the opinion of several Mission directors I talked to, receiving about as much of the AID dollar as it can at the moment. Getting more will involve being willing to actively help the Missions realize their own agendas.

To the extent a training program involves skill-building in a 'generic' area, however, RHUDO may be able to convince Missions that such training can be useful to them. Training in project design, for example, can be useful for people working in a variety of sectors, not just urban development. Finding points of convergence with Missions may be a useful marketing strategy.

RHUDO already engages in a variety of marketing activities. One of the most useful of these is the RHUDO Newsletter—a bilingual publication containing a section on training—circulated throughout the West and Central African region. RHUDO staff also meet regularly with Mission personnel and former participants.

The longer-term solution to the marketing problem (not incompatible with fitting-in, but more elaborate and proactive) involves defining clearly what RHUDO is and wants to be, developing a clear strategic plan for involvement in selected countries, and developing expertise in marketing, all with the objective of "leading" the Mission agenda, rather than "following" it.

There are several ways to do this: by working more closely with HRDA personnel in the Missions to draft joint training plans (and thus share funding); helping Missions draft their CDSS and CPSP documents (thus ensuring a place at the table); and offering to fund certain key studies or conferences, with a view to generating downstream business. To some extent, RHUDO has been doing this, but efforts could be intensified. This does not necessarily mean 'more of the same', but more thinking by RHUDO about what are the most effective ways, given time and resource constraints, to market.

Another key marketing technique is to make more use of African participants. USAID Missions are not just responsive to Washington, but also to host country priorities. Fortunately, many of the region's countries are more concerned about urban development than USAID seems to be, and this energy can be put to use.

At the same time, RHUDO cannot be expected to shoulder the burden alone: efforts in the field need to be accompanied by strong moves in Washington to get urban development issues

into the forefront of AID thinking. Only in this way will the signals that Mission directors get from headquarters be favorable to RHUDO.

Finally, RHUDO should actively seek donors other than AID. Here again, some of the other agencies place a higher priority on urban development, and links should be strengthened. The marketing that RHUDO does with the Missions should be done also with World Bank, UN agencies, and others. RHUDO is already in contact with both the World Bank and the Hans Seidel Foundation, and has been a strong advocate for inter-donor collaboration on urban projects. Paradoxically, perhaps, some of the opposition to such collaborative efforts appears to come from the USAID Missions themselves, who are wary of other donors.

Providing a model for the region

The new DFA-funded Municipal Development Support Project, due to begin soon in Côte d'Ivoire, will provide an exceptional opportunity for RHUDO to promote its agenda within the region, hone its skills, and demonstrate how training and related activities can have a measurable impact on policy and performance.

For all its possibilities, however, the project is not without risks. To succeed in this undertaking, RHUDO will have to approach the planning, execution and follow-through of project activities with a great deal of care and considerably more attention to linkages than has been the case so far.

As outlined below, the project contains a training component, a revenue enhancement component (i.e., cadastral activities), and a construction component. The policy aims focus on deconcentration, job descriptions and legal status for municipal employees, privatization, and local revenue generation. Although the links between some of these seem obvious, the sequencing of activities is not particularly clear.

Some activities can occur only before others; others can occur simultaneously; and some do not have to fit into a sequence at all. Sequences are often thought of as the same as timetables, but they are not. The time needed to carry out the project will be subject to a variety of outside forces, few of which will be under RHUDO (or even Ivoirian) control. But the sequence of activities, and its go/no-go implications for other activities and for forward funding is, at this early stage at least, firmly under RHUDO control.

Connected to this is the thorny issue of conditionality. If one step in the sequence, such as the establishment of a training cell within the DCL, is not done, what happens to the "downstream" activities? And to the rest of the money? Since the point of maximum leverage for donor/designers is at the planning and discussion stage, these linkages are vitally important. They are fundamental to good project design and management, and need to be understood and made explicit from the outset.

The new project budgets some \$5 million over 3 years. Approximately \$2 million of this is earmarked for training, commodity procurement, T/A, and cadastral activities. Specific training events have been planned, which will reach about 1000 people and cost \$640,000.

"The Côte d'Ivoire Municipal Development Support Project (681-0004) is a three year, US\$ 5.0 million bilateral grant activity designed to: strengthen the management

capacity and financial viability of selected municipalities; to increase their capacity to provide urban services through the use of private sector mechanisms; and, create models of sound municipal management that can be replicated in other Ivoirian secondary cities." (1)

The project addresses three main constraints: ineffective management, inadequate financial resources, and limited infrastructure. It has three components:

■ **The Municipal Management Training Component:**

This focuses on the management of decentralization, and includes training, technical assistance and commodities. A long-term advisor and a local long-term trainer will be provided. Training will concentrate on economic development planning and urban service delivery, in a central group of 5 cities, and a peripheral group of 30.

■ **The Revenue Enhancement Component:**

The simplified cadastral survey will be applied in the 5 core cities.

■ **The Facilities Construction Component:**

This includes markets, transport depots, commercial centers, and slaughterhouses.

"The project proposes to build upon previously tested and successful methodologies utilized in past projects, in particular former Housing Guarantee projects, small pilot projects and the Regional Housing and Urban Development Offices' Municipal Management Training Program."

The extent to which previous methodologies have been either tested or successful is going to be crucial for the success of this project. RHUDO feels that the present project design builds directly on methods developed through previous work, and that this prior experience has helped define choices with respect to infrastructure design, participation of collaborating agencies, revenue enhancement, and training. Those things that have worked well in the past will be applied to the current project.

There is no doubt that the project begins at an auspicious time. RHUDO enjoys considerable support from the Ambassador in Côte d'Ivoire (if not entirely from REDSO); the Ivoirian government considers urban development to be a high priority; and previous efforts with training, cadastral, and infrastructural work in both the Côte d'Ivoire and the region have been well received. There is no CDSS for the Côte d'Ivoire and, to the extent that RHUDO is successful at setting the pace, future country programs will, in effect, be RHUDO's creation to a large extent.

Having said this, however, it is also clear that RHUDO, its agenda and its entire approach are all "on the line" in this project. As I emphasized above, RHUDO's concentration on urban development issues is, in my view, entirely correct; if it is not where AID is at the moment, it is where AID will inevitably go in the future. In this sense, at least, RHUDO and the Office of Housing are out in front of the AID agenda.

In particular, the project will require a carefully-managed training program that is well-integrated with what has gone before and connected to policy change. What will be tested in this project is not the usefulness of urban development activities *per se*, but: (a) the role of training in promoting change; and (b) whether or not RHUDO knows how to conduct an

effective "policy dialogue" on change. In both areas, I feel, RHUDO has improvements to make.

Policy Dialogue

Let us take policy dialogue issues first. The Project Paper identifies four main "policy issues" which will form the "core" of the policy dialogue:

- Deconcentration of the DCL
- A legal framework for municipal employees and better job definition at the local level
- Privatization of municipal services, and
- Municipal revenue mobilization

The PP then goes on to describe how this dialogue will happen. A "variety of ways" are alluded to: the National Council for the Development of Communes, with which a "regular dialogue" will occur; "regular project process reviews" with the DCL, the DCGTx and the Minister of the Interior, to "take stock" of progress and policy change; "working informally" with other donors (the WB is the only one specifically mentioned); and finally, "consultation" with private sector firms.

Since training plays a crucial role in this project, it also receives some attention. Here, the aim is, as previously, to strengthen the DCL's training capacity:

"Although a DCL training unit exists on paper, it is not a reality, and one of the aims of this project will be to ensure the creation of an official training unit in the DCL with the mandate to carry out the training function." (32)

"A core unit of technically skilled individuals within the DCL will be made into a training unit and trained as trainers. From its inception, this unit will work closely with the resident long-term training advisor on developing appropriate training skills and perfecting the form and content of training modules to be used for local-level training."

"The DCL central training unit will be primarily responsible for carrying out local-level training. It will be assisted by the resident training advisor and the long-term local hire trainer, both of whom will play a variety of roles depending on the nature of the training event..."

"The scenario envisioned for the DDS is more or less the same. However, since that unit is already functional and has a demonstrated degree of experience, fewer inputs from the resident training advisor and the local-hire trainer will be required." (Annex D—Technical Analysis)

The sections of the PP dealing with "policy dialogue" and increasing training capacity are quite weak: they describe in vague terms, but do not explain. Links between activities are not made explicit, and there is no specific plan or theory to guide planning or management.

At several stages, the comment is made that the new project is modelled on the success of previous efforts; but, in the case of the DCL at least, previous efforts to create a training cell have quite clearly failed. This point was brought out in the previous training evaluation, and is true today.

The fact that this particular effort failed is not particularly significant, except that neither the PP nor any other RHUDO document that I reviewed discusses why efforts so far have been unsuccessful. Although it may be true that, within RHUDO, there is some understanding of why the DCL-based training cell has not been successful, this knowledge is not evident in the PP.

This point is critically important, for without a clear link between why Ivoirian government departments behave as they do and project aims, some of the proposed activities may not get off the ground, and the highly-touted "policy dialogue" may fail. RHUDO has always been particularly strong on technical analysis, but, in this case, the institutional dynamics central to success seem to have received little attention in the project paper. This does not imply ignorance on the part of RHUDO staff—all of whom appear to understand Côte d'Ivoire very well—but clear statements of the working of the context within which a project must function are important for making assumptions explicit and providing the documentary record necessary to create a 'model for the region'.

RHUDO's "agenda" is not necessarily incompatible with those of either the government of the Côte d'Ivoire or USAID and, indeed, I have argued here that it is highly relevant. But the weakness of the methods used to advance this agenda through "policy dialogue" appear as a fundamental constraint.

It would help RHUDO to have a detailed analysis of the linkages—real or supposed—between program activities and policy change. In interviews with RHUDO staff and Ivoirian officials, it was clear that many of RHUDO's efforts have indeed paid off, but that others—such as the DCL training unit—have not.

Clearly, policy issues are not all the same kind of issue. Different ones need to be approached in different ways and, although this is recognized by some people within RHUDO, there is no explicit strategy for identifying and addressing these issues in terms of the differences. Certain issues—such as revenue generation—are linked to physical and administrative improvements, and need to be promoted from the bottom up. Other policy matters need to be dealt with from the top down. Some changes can be promoted solely through focused training; others, however, require changes in laws, procedures, or structures in order to work.

Although all of these points may appear obvious, I got little sense that RHUDO has a complete map of the territory, so to speak. "Policy dialogue" is described in vague and open-ended terms, and training—although of high quality—has been furnished in a largely *ad hoc* manner, in some cases with no apparent connection to a particular policy matter. This is part of the "target of opportunity" problem referred to earlier.

There is a persistent belief among many AID officials at all levels that difficulties with promoting an AID agenda and achieving policy change are essentially matters of "clout", and that clout is based on how much money you have. AID staffers frequently cite the World Bank as an example of an agency with more money, and hence more clout or leverage.

This assumption may be true if you are trying to get someone to do something that they don't want to do, but few development workers would think of themselves as employing coercion or bribery to advance their agendas. Sustainable and relevant change comes about when one party discovers what the other party wants to do, and helps him do it. Only in this way can

the first party be eventually persuaded to want new, or different, things. This simple fact underlies all marketing efforts, and any effective salesman knows its importance. I would submit that RHUDO's problems with promoting its agenda to Missions within the region are similar, at a broad level, with its problems at promoting change in Côte d'Ivoire through "policy dialogue". In essence, not enough is known within either RHUDO or the Office of Housing about what host country governments want, and how they work to get it. Understanding these institutional dynamics is essential to understanding how to promote change.

Of course, considerable progress has also been made but, even in these cases, it is not clear that the Office of Housing has learned why these particular outcomes have been obtained. Organizational learning of this type is essential if the new project is to be successful.

In this, RHUDO needs to take the lead: they know the local context, and Washington does not. The experience with simplified cadastral surveys is an example of a successful polygamous marriage between training, technology, leadership and an existing policy environment which was non-constraining.

Within RHUDO, the experience has been absorbed, but may not be completely digested in terms of its implications for future activities. At the least, case studies based on these and similar success stories need to be prepared and circulated. The case studies need not only to claim success, but to show others precisely how it was achieved.

Training and Change

Partly through choice and partly *faute de mieux*, training has emerged as RHUDO's main activity. Here again, RHUDO is currently in front of the AID agenda, and can capitalize on its experience and expertise by assessing what it knows, what it has learned, and how best to present this to others.

Overall, training is receiving increased attention from development planners after years of neglect. Good training is hard to come by, and RHUDO is to be congratulated on having forged a good working relationship with RTI for this purpose. Lebreton, the RTI contractor, is an extremely valuable resource person and, although he is working as fast and hard as he can, he is not being utilized completely effectively in the strategic planning of training. Some of the areas in which he can contribute to RHUDO strategy are mentioned in the following paragraphs.

Management training as a way to promote change is not only effective, if accompanied by accurate analyses—it is also an area in which the United States has a clear comparative advantage, especially in the use of interactive methods. Training can be highly cost-effective, as well, and there is a built-in multiplier effect as one trained person trains others.

To be successful, however, the Office of Housing needs to ensure that good trainers are found for the upcoming project, that they are fitted into existing arrangements in ways that enhance the overall impact, and that training is linked to competent needs analyses, and thorough follow-through and analysis of what has been accomplished. To some extent, this has been achieved under the existing MMTP. For the future, it would help RHUDO greatly to learn more about marketing, about training design, and about evaluation. It would help the Office of Housing to support RHUDO if they, too, knew more about how training is done.

This is not simply desirable, but essential. With the shift away from HG and HG-generated funds, RHUDO has become, for better or worse, a competitor for Mission funds in much the same way as PADCO, Pittsburgh or RTI. Although they have as much to offer—and often at lower cost—RHUDO and the Office of Housing need to market their wares much more effectively, plan strategically, and learn from experience about what works and what doesn't.

It is hard to do good training; hard to market; and hard to link training to policy change. RHUDO's accomplishments have been considerable, but their skill in these areas needs to be considerably improved if they are to capitalize on the opportunity presented by the new Côte d'Ivoire project, and succeed in turning it into a model for the region.

This means that there needs to be a careful, planned fit between studies, technical and physical activities, training, and follow-up to achieve success. More than this, there needs to be a careful documentation and dissemination of the lessons learned. As in any program of planned change, success will depend as much on gifted people as on appropriate procedures.

Overall training strategy needs careful thought. Initial sector studies, done with graduate students, can quickly and accurately separate training issues from policy issues, thus setting the agenda. Target groups can be established at the same time. Generally, training planners have to choose between concentrating training on one group of people, or spreading it out across groups. Depending on the outcome desired, and the ways in which training will be used, one approach may be preferred to another for any specific goal.

Clearly, however, RHUDO needs to get value for its time, money and energy. Therefore, it would make sense to at least consider concentrating training on a few municipalities that have demonstrated a willingness to work with RHUDO; and, within these municipalities, to blanket selected departments fully so as to ensure commitment to new goals and procedures. All of this, to repeat an earlier point, requires RHUDO to have more understanding of institutional dynamics than it appears to have now.

The links between the Côte d'Ivoire program and the regional program also need to be carefully thought out and monitored. To the extent that Ivoirian experiences lend themselves to case-study development, they can serve as models for both training and practice in other countries. To the extent that participants from other regions might benefit from looking at these experiences on site, RHUDO gains valuable exposure.

The situation to avoid is one in which the two different contractors (or their respective firms) see themselves in competition; or, alternatively, where they have nothing to do with each other. Managing this relationship will be a major task for RHUDO in the future.

Localizing training will become even more important in the future if the Côte d'Ivoire program is to have any substantial impact. Although the building of local training capacity was supposed to be a priority under MMTP, this has not been achieved. In part, this is due to the economic difficulties of the moment in the Côte d'Ivoire; however, it is also due to the lack of experience in institutional analysis, which I mentioned earlier.

Within the DCL, the training unit is still not functioning as planned. RHUDO has little insight into why this is so, yet still intends to keep this as one of the main goals of the new program. Clearly, more understanding of how the DCL works will be crucial to success here.

V. RECOMMENDATIONS

TRAINING

- Follow-up to training should be done more thoroughly and systematically: *seances de travail* at intervals of 6 months; creation of participant databases, newsletters, proceedings, etc.
- Local-level training in various forms should be a high priority for the coming period: focused, highly-practical exercises based on realistic needs assessments with specific learning objectives and performance criteria that can be easily measured and monitored. Use of these training sessions to generate case-study material for use at other levels—e.g., regional or national seminars and conferences.
- More attention to needs assessment, especially for local level training programs.
- Selection within one country (and certainly within Côte d'Ivoire) of specific cities where efforts can be concentrated. These should be "showcase" areas where there is already receptivity to the RHUDO agenda, and where results will be both positive and sustained.
- Increased emphasis on building of local training capacity in a number of different ways: at the DCL level, at the communal level, and at the level of training institutes of various kinds. Only in this way will the programs be sustained.
- From this point follows another: continuation of Training-of-Trainer activity.
- Some simple monitoring system for tracking and measuring the outcomes of training should be put in place and followed, for both regional and Côte d'Ivoire-based activities. This will make subsequent evaluation much more useful.
- Building a network of African trainers through co-training activities as an integral part of RHUDO's program. Sequencing training so that co-trainers become capable of organizing and delivering the follow-on activities within a country.
- Consideration should be given to identifying individuals who might be encouraged, through RHUDO training, to set themselves up as private-sector trainers. Future TOT courses could include a certain limited number of places reserved for private-sector individuals.
- As efforts to encourage Mission buy-ins seem to be increasingly successful, it might be useful to develop some policy on cost recovery for RHUDO training that takes account of some of the "overhead". Clearly, this needs to be done carefully.
- The long-term financing of training programs will need to be addressed eventually. RHUDO should look into the various ways in which the GOCI can or could support training, and make this part of the "policy dialogue".

MARKETING

- Marketing by the Office of Housing in Washington to present RHUDO's agenda and approach at the AID/Washington policy level, and to incorporate this agenda within the broader guidelines issued to Mission directors in the region.
- RHUDO's own marketing activities should be refined and expanded. RHUDO staff should learn how to market most effectively in their regional context. If necessary, a marketing specialist could be invited to speak to RHUDO and Office of Housing personnel on various techniques and approaches.
- Marketing efforts could include: the preparation of case studies for dissemination; brochures and flyers outlining RHUDO's program and offerings; more efforts to track and become involved with various Mission planning cycles (CDSS, HRDA) from the outset; offers of various forms of free or at-cost technical assistance for needs assessment, sector studies; making better use of former participants as "lobbyists" and advocates.
- Better liaison between RHUDO and African participants and clients to create a demand from them to the Missions for RHUDO services.

RELATIONS WITH WASHINGTON

- Reinforcement of the training expertise of the Office of Housing in Washington through short training workshops and seminars for Office of Housing personnel designed to acquaint them with training's potential and its basic procedures.
- Similar training sessions could be organized in Washington for RHUDO supervisors, as well. During these sessions, strategic plans linking training activities to overall agenda objectives could be worked out and specified.

RELATIONS WITH THE MISSIONS

- Development of "quick and dirty" approaches to policy and training questions, focusing on specific sectors of joint interest to RHUDO and the regional missions—e.g., environment, informal sector, small enterprise creation, cost recovery, revenue generation, decentralization.
- An overall need to work more closely with AID structures in the various countries of the region: understanding their various needs, priorities, procedures and constraints; working within their timetables for the formulation of forward plans; consultation with them for the preparation of funding proposals.
- Relationships with HRDA offices in the various Missions should be strengthened. Regular visits, briefings and mailing should take place so that HRDA budgets and activities take more account of RHUDO than they do now.

STRATEGIC PLANNING

- Linkages between training, technical assistance, and policy change should be mapped out as soon as possible and, where necessary, benchmark indicators devised to measure progress. If necessary, specialists should be brought in to work with RHUDO staff for this purpose.

- A long-term strategic plan for RHUDO should be drawn up. It should include an analysis of current strengths and weaknesses, a description of what RHUDO wants to be in the future, an analysis of various approaches to reaching that point, and a rough sequence of events. If necessary, outside facilitators could be brought in to work with RHUDO on this.

INTERNAL MANAGEMENT OF THE RHUDO

- Better documentation of activities in training and policy change. More detail in quarterly reports, putting specific emphasis on the how—as well as the what—of the program.
- Development of innovative reporting formats for communication of program activities and achievements to be forwarded to both Washington and the region.
- Careful attention to program management to maintain the high quality of activities, to extend them where possible, and to achieve a good "fit" between the present program and the new DFA-funded activities in the Côte d'Ivoire. Specifically, using RTI specialists more as training managers than trainers (although this role need not disappear); involving RTI specialists more in the strategic planning of the RHUDO program; defining and documenting program procedures in ways that will enable continuity and replication by others, once current staff have moved on.
- Reporting, both within the RHUDO office and between RHUDO and Washington, needs to be more detailed. Not necessarily more voluminous, but more insightful in terms of how and why program decisions are made and carried out. If one of the overall goals of RHUDO is to provide a model for the region of how training and policy change fit together, then the record of how it is actually done needs to be more complete. Why certain priorities were adopted, what alternatives were considered, how activities were conducted and how problems were dealt with—these aspects of RHUDO's work will be invaluable to anyone seeking to understand how the "model" has worked in Côte d'Ivoire and how it might work for them.

ANNEXES

1. TERMS OF REFERENCE

2. PEOPLE INTERVIEWED

3. EVALUATION DOCUMENTS

4. ANNEX ON TRAINING EVENTS

ANNEX 1

TERMS OF REFERENCE EVALUATION OF RHUDO/WCA TRAINING STRATEGY

OBJECTIVE

The objective of this contract is to assess the overall effectiveness of the RHUDO training strategy and to evaluate its implementation as a means of advancing regional and country specific housing and urban development agendas. More specifically, the evaluation will review:

1. The activities undertaken within the Strategy in terms of their:
 - a. effectiveness as an outreach tool in a region where most countries are unlikely to support HG activity in the foreseeable future;
 - b. support of the design and implementation of the RHUDO's HG and Mission non-HG programs in the region;
 - c. advancement of the future RHUDO agenda.
2. The quality of individual training events and the use of training resources
3. The impact of the training strategy/program on:
 - a. national policy formulation;
 - b. urban resource management;
 - c. training institution capacity building and networking;
 - d. improved municipal management.

SCOPE OF WORK

In meeting the objectives of this evaluation, the contractor will:

1. Review the strategy as a means of advancing the housing and urban development agenda at the regional and country-specific levels.
2. Evaluate the effectiveness of the training program and its degree of integration into the RHUDO/WCA policy and program agenda.
3. Review individual training events/activities as well as the RHUDO's use of regional and U.S. participant training activities with respect to:
 - a. the objective(s) of the event and its integration into the RHUDO's program strategy;
 - b. the success of the training events in meeting their objectives and, where applicable, the actions taken as follow up to recommendations made in the course of the training event;
 - c. the ways in which the event has helped to advance the overall RHUDO agenda;

Annex-1,2

- d. the degree to which the training program has reached various levels and types of participants (ie, central vs. local agencies, public vs. private representatives) involved in the implementation of policy changes;
 - e. the distribution by gender of the target population reached and the appropriateness of the distribution;
 - f. the manner in which this training has assisted the participants within their parent institutions;
 - g. the contribution of this training program to strengthening training institutions, both public and private, within the region;
 - h. the cost of training events;
 - i. use and mix of training resources (human and financial); and
 - j. the appropriateness of training materials and publications, including reports and proceedings.
4. Assess the role of the training program in disseminating information about its training activities and thereby assisting the RHUDO in carrying out its policy and programmatic agenda.
5. Review the management of the RHUDO's training program. Consideration will be given to the:
- a. workplans and organization of the RHUDO's training unit;
 - b. RHUDO's ability to access and use training resources from AID Missions and AID/W.
 - c. the effective and efficient use of resources; and
 - d. RHUDO's leveraging of available training resources, including the HRDA program and AID/W.
6. Assess the training program according to benchmarks established by the RHUDO.
- a. for the Côte d'Ivoire these will include:
 - i. in selected cities:
 - (a) establishment of municipal planning capacity in selected cities,
 - (b) improvement in budgeting methodology at the local level,
 - (c) enhancement of the ability of municipalities to generate local revenue;
 - ii. in the Direction des Collectivites Locales (DCL):
 - (a) improvement in the management capacity and effectiveness of the DCL,
 - (b) strengthening of the DCL's ability to assess the capacity of local governments.
 - b. at the regional level the benchmarks are:
 - i. integration of the RHUDO's goals into Mission strategies, as measured by levels of Mission funding and the leveraging of Mission resources;
 - ii. strengthening of regional training institutions, where appropriate; and
 - iii. the organization of national level seminars by host governments, utilizing concepts, formats and materials initially presented in RHUDO regional training events.

7. **Provide the RHUDO with recommendations, based on the evaluation, for the future direction of the regional training program. Priority should be given to the integration of the RHUDO training program into the RHUDO's future and current policy and program agenda and to how training resources might be deployed to meet these priorities.**

Draft observations and recommendations will be reviewed with the RHUDO prior to leaving Abidjan.

8. **Present the findings of the evaluation in a final report. A draft report will be reviewed by PRE/H and RHUDO/WCA and their comments incorporated into the final document. The report should include an annex which documents all training activities undertaken by RHUDO/WCA during the course of the period under review 1987-90 (to be prepared by RHUDO prior to the evaluation)."**

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ANNEX 2

LIST OF PEOPLE INTERVIEWED

Tuesday, August 28, 1990: Abidjan

Jean-Michel Lebreton, RTI Contractor
Michael Enders, RHUDO

Wednesday, August 29: Abidjan

Carleene Dei, RHUDO
Howard Handler, Deputy Director, REDSO

Thursday, August 30: Abidjan

Philippe Harding, DCL
Gegone-Bi Botty Maxime, DCL
Doukoure Yaya, DCL
Yeman Francois, DCL
Henriette Kondé, Administrateur des Finances, Caisse Autonome d'Amortissement

Friday, August 31: Abidjan

Esther Addo, REDSO

Saturday, September 1: Abidjan

Sunday, September 2: Abidjan

Monday, September 3: Abidjan

Michel Couillaud, Economiste, Direction et Controle des Grands Travaux

Tuesday, September 4: Abidjan

Carleene Dei, RHUDO
Steven Giddings, RHUDO

Wednesday, September 5: Abidjan

Michael Enders, RHUDO
Souleymane Bah, Directeur IPNETP, Institut Pedagogique national de l'Enseignement
Technique et Professionnel
Martin Schulman, REDSO
Esther Addo, REDSO
Gougouné Bi Botty

Thursday, September 6: Abidjan

Scott Johnson, RHUDO
Carleene Dei, RHUDO
Howard Handler, Deputy Director, REDSO
David Mandel, Program Officer, REDSO
Steven Wisecarver, Contracts Officer, REDSO

Friday, September 7: Aboisso

M. Francois Yaman, DCL
M. Christophe Netraud, Secretaire General
M. Konan Nbandaman, Chef de Services Techniques
M. Kramo, Maire d'Aboisso

Friday, September 7: Abidjan (pm)

Debriefing Session with RHUDO:
Steve Giddings
Michael Enders
Carleene Dei
Scott Johnson

Saturday, September 8: Abidjan

Sunday, September 9: Abidjan/Conakry

Monday, September 10: Conakry

Moustapha Diallo, AID Training Officer
Sekou Condé, Ministry of Finance
Moussa Koné, Directeur CPA
M. Kourouma, Formateur, CPA
Pascal Condé, Secretaire General des Ministeres de l'Economie et des Finances
Abdoulaye Barry, Inspecteur General des Finances
Sekou Kaba, Chef de Cabinet, Secretariat d'Etat pour la Decentralisation

Tuesday, September 11: Conakry/Dakar

Wednesday, September 12: Dakar

Aline Nicole Correa, RHUDO Urban Program Specialist
Terry Myers, HRDA
Mme Maguette Samb, Commune de Dakar Centre de Formation

Thursday, September 13: Dakar

M. Saidou NDiaye, Commune de Dakar, Directeur de la Bourse pour la Formation

Julius Coles, AID Director

Richard J Green, Program Officer, AID

Mary Friedel, Directeur, SENECEI, Senegalaise d'Etudes de Conseils et d'Interventions

Moustapha Kane, Directeur Adjoint, SENECEI

Gary Engleberg, Directeur, Africa Consultants International

Babacar Kanté, Doyen, University Gaston Berger de St. Louis

Ibrahima Fall, Directeur par Interim, CESAG

M. Goba, Directeur de la Formation

Amadou Bassirou Dia, Directeur General, Banque d'Habitat du Senegal

ANNEX 3

EVALUATION DOCUMENTS

SESSION SUR
LES TECHNIQUES DE DIRECTION
BINGERVILLE - 18-21 DECEMBRE 1989

GRILLE D'EVALUATION

L'échelle utilisée correspond aux opinions suivantes :

- 1 - Désaccord total
- 2 - Désaccord
- 4 - Accord
- 5 - Accord total

Entourez le chiffre qui correspond à votre opinion.

A. ORGANISATION

- | | | | | |
|---|---|---|---|---|
| 1. J'ai été satisfait de la durée de la session | 1 | 2 | 4 | 5 |
| 2. Le temps consacré aux discussions en sous-groupes a été suffisant | 1 | 2 | 4 | 5 |
| 3. Le rythme du travail m'a paru supportable | 1 | 2 | 4 | 5 |
| 4. La documentation mise à notre disposition a été de qualité satisfaisante | 1 | 2 | 4 | 5 |

B. OBJECTIFS

- | | | | | |
|---|---|---|---|---|
| 5. Les objectifs de la session ont été clairement définis | 1 | 2 | 4 | 5 |
| 6. Les objectifs ont été atteints | 1 | 2 | 4 | 5 |
| 7. Le séminaire a répondu à mes attentes personnelles | 1 | 2 | 4 | 5 |

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C. EVALUATION DES SEANCES ET EXERCICES

1. Séance 1

a. Présentation de la session 1 2 4 5

Observations : _____

b. Classification des réunions et condition d'efficacité d'une réunion 1 2 4 5

Observations : _____

2. Séance 2

a. Leadership et groupe 1 2 4 5

Observations : _____

b. Attitudes du leader 1 2 4 5

Observations : _____

c. Conduite de réunion 1 2 4 5

Observations : _____

3. Séance 3

a. Phénomène de la communication 1 2 4 5

Observations : _____

b. Communication dans le groupe de travail - rôle de l'animateur 1 2 4 5

Observations : _____

c. formulation du message et son rôle 1 2 4 5

Observations : _____

d. Attitudes et gestes dans la communication 1 2 4 5

Observations : _____

4. Séance 4

a. Prise de décision en groupe 1 2 4 5

Observations : _____

b. Règles de fonctionnement du travail en groupe 1 2 4 5

Observations : _____

5. Séance 5

a. Comment commencer une réunion 1 2 4 5

Observations : _____

b. Eviter les solutions prématurées 1 2 4 5

Observations : _____

c. Appliquer les techniques de résolution des problèmes 1 2 4 5

Observations : _____

d. Faire participer tout le monde 1 2 4 5

Observations : _____

e. Sortir la discussion de l'impasse 1 2 4 5

Observations : _____

f. Les interférences 1 2 4 5

Observations : _____

g. Répartir les tâches 1 2 4 5

Observations : _____

6. Séance 6

a. Fonction d'organisation de l'animateur de réunion 1 2 4 5

Observations : _____

b. Fonction de production de l'animateur 1 2 4 5

Observations : _____

c. Fonction de régulation et d'incitation de l'animateur 1 2 4 5

Observations : _____

D. ANIMATION

- | | | | | |
|---|---|---|---|---|
| 10. Les thèmes retenus ont été bien introduits par les animateurs | 1 | 2 | 4 | 5 |
| 11. Les animateurs ont été compétents et disponibles | 1 | 2 | 4 | 5 |
| 12. Les animateurs ont clarifié les interventions | 1 | 2 | 4 | 5 |
| 13. Les animateurs m'ont donné l'occasion de m'exprimer | 1 | 2 | 4 | 5 |

E. SUGGESTIONS

14. Quel(s) autre(s) thème(s) aimeriez-vous traiter ?

15. Décrivez honnêtement en 5 lignes l'impression globale que vous avez eu sur la session

ht'

COMMUNAUTE URBAINE DE DAKAR

USAID/BUREAU REGIONAL DE L'HABITAT ET
DU DEVELOPPEMENT URBAIN

SESSIONS DE FORMATION
CENTRE DE FORMATION PROFESSIONNELLE

GRILLE D'EVALUATION DES SESSIONS

DIRECTIVES :

L'échelle utilisée correspond aux opinions suivantes :

- 1 - Désaccord total
- 2 - Désaccord
- 4 - Accord
- 5 - Accord total

1°) Entourez d'une croix (x) le chiffre qui correspond
à votre opinion.

2°) Ensuite répondez à toutes les suggestions, questions
et observations formulées au chapitre E.

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GRILLE D'EVALUATION

A) ORGANISATION DU SEMINAIRE

- | | |
|---|-------------|
| 1 - La date choisie pour le séminaire est convenable.... | 1. 2. 4. 5. |
| 2 - J'ai été suffisamment informé sur les buts et les méthodes de travail du séminaire..... | 1. 2. 4. 5 |
| 3 - Le lieu m'a paru bien choisi pour le déroulement du séminaire | 1. 2. 4. 5 |
| 4 - J'ai été satisfait de la durée du séminaire..... | 1. 2. 4. 5 |
| a) Le temps consacré aux discussions en sous groupes a été suffisant..... | 1. 2. 4. 5 |
| b) Le temps consacré aux séances plénières a été suffisant | 1. 2. 4. 5 |
| 5 - Le rythme du travail m'a paru supportable..... | 1. 2. 4. 5 |
| 6 - La documentation mise à ma disposition a été de qualité satisfaisante | 1. 2. 4. 5 |

B) OBJECTIFS DU SEMINAIRE

- | | |
|---|------------|
| 7 - Les objectifs du séminaire ont été clairement définis | 1. 2. 4. 5 |
| 8 - Les objectifs ont été atteints | 1. 2. 4. 5 |
| 9 - Le séminaire a répondu à mes attentes personnelles.. | 1. 2. 4. 5 |

C) ANIMATION DU SEMINAIRE

- | | |
|---|------------|
| 10 - Les thèmes retenus ont été bien introduits par les animateurs..... | 1. 2. 4. 5 |
| 11 - Les animateurs ont été compétents et disponibles.... | 1. 2. 4. 5 |
| 12 - Les animateurs ont clarifié les interventions..... | 1. 2. 4. 5 |
| 13 - Les animateurs m'ont donné l'occasion de m'exprimer. | 1. 2. 4. 5 |

D) ASPECTS RELATIFS AUX ACQUIS

- | | |
|---|------------|
| 14 - Le séminaire m'a permis de tirer profit | |
| a) des exposés des animateurs et des participants | 1. 2. 4. 5 |
| b) des débats en séances plénières..... | 1. 2. 4. 5 |
| c) des travaux ou commissions..... | 1. 2. 4. 5 |
| d) des échanges entre les participants en dehors des séances de travail | 1. 2. 4. 5 |

- 15 - Le séminaire m'a permis d'approfondir
mes aptitudes dans le domaine du
perfectionnement 1. 2. 4. 5.
- 16 - Le séminaire me permettra de mettre en
pratique les connaissances et compétences
acquises dans le domaine du perfectionnement 1. 2. 4. 5.
- 17 - Le séminaire aura une conséquence sur
mon comportement futur.
- a) dans la préparation des programmes
de perfectionnement 1. 2. 4. 5.
- b) dans mes méthodes de travail avec mes
collègues ou collaborateurs 1. 2. 4. 5.

E. OBSERVATIONS - SUGGESTIONS

- 18 - Parmi les actions des formateurs, citez la plus utile et
la moins utile à votre apprentissage
- Moins utile
.....
.....
- Plus utile
.....
.....
- 19 - A quel(s) autre(s) séminaire(s) aimeriez-vous participer ?
.....
.....
.....
- 20 - En un mot ou une phrase, pouvez-vous décrire honnêtement
l'impression globale que vous avez eu sur la session
.....
.....
.....

Table 1

Results of the evaluation questionnaire. This questionnaire (see Annex 3) comprises 21 questions to be graded from 1 (complete disagreement) to 5 (complete agreement).

Question number	Seminar#1 Average of: 11 replies	Seminar#2 Average of: 11 replies	Seminar#3 Average of: 4 replies	Seminar#4 Average of: 7 replies
1	4,1	4,8	3,5	4,8
2	4,1	4,8	4	3,4
3	4,7	4,9	4,7	4,1
4	3,6	3,3	3,5	3,5
4a	4,3	4,5	4,5	3,5
4b	3,9	4,5	4	3,5
5	4	4,7	4,2	3,8
6	4,3	4,5	4	4,1
7	4,8	4,8	4,5	3,8
8	4,9	4,6	4,2	3,5
9	4,4	4,2	4	3
10	4,4	4,9	4,2	3,7
11	4,7	4,9	4	3,2
12	4,2	4,5	4,2	2,9
13	4,9	4,8	4,5	4
14a	4,1	4,7	4,8	3,7
14b	4,5	4,3	3,8	4
14c	4,2	4,5	4,5	3,4
14c	4,2	4,3	4,5	3,6
14d	4,7	4,7	4	3,4
16	4,9	4,6	4,2	3,7
Total	4,40	4,56	4,19	3,66
average				

Average of 4 seminars: 4,20/5

4. Observations

- A. The evaluation scores are generally high. The good results confirm those obtained during the first evaluation September 5, 1989.
- B. Comparison of the scores obtained from the first evaluation (September 1989) and from the second evaluation (November 1989) concerning the same seminars (using the same questionnaire).

COMMUNAUTE URBAINE DE DAKAR

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DU DEVELOPPEMENT URBAIN

SESSIONS DE FORMATION
CENTRE DE FORMATION PROFESSIONNELLE

GRILLE D'EVALUATION DES SESSIONS

DIRECTIVES :

L'échelle utilisée correspond aux opinions suivantes :

- 1 - Désaccord total
- 2 - Désaccord
- 4 - Accord
- 5 - Accord total

1°) Entourez d'une croix (x) le chiffre qui correspond
à votre opinion.

2°) Ensuite répondez à toutes les suggestions, questions
et observations formulées au chapitre E.

GRILLE D'EVALUATION

A) ORGANISATION DU SEMINAIRE

- | | |
|---|-------------|
| 1 - La date choisie pour le séminaire est convenable.... | 1. 2. 4. 5. |
| 2 - J'ai été suffisamment informé sur les buts et les méthodes de travail du séminaire..... | 1. 2. 4. 5 |
| 3 - Le lieu m'a paru bien choisi pour le déroulement du séminaire | 1. 2. 4. 5 |
| 4 - J'ai été satisfait de la durée du séminaire..... | 1. 2. 4. 5 |
| a) Le temps consacré aux discussions en sous groupes a été suffisant..... | 1. 2. 4. 5 |
| b) Le temps consacré aux séances plénières a été suffisant | 1. 2. 4. 5 |
| 5 - Le rythme du travail m'a paru supportable..... | 1. 2. 4. 5 |
| 6 - La documentation mise à ma disposition a été de qualité satisfaisante | 1. 2. 4. 5 |

B) OBJECTIFS DU SEMINAIRE

- | | |
|---|------------|
| 7 - Les objectifs du séminaire ont été clairement définis | 1. 2. 4. 5 |
| 8 - Les objectifs ont été atteints | 1. 2. 4. 5 |
| 9 - Le séminaire a répondu à mes attentes personnelles.. | 1. 2. 4. 5 |

C) ANIMATION DU SEMINAIRE

- | | |
|---|------------|
| 10 - Les thèmes retenus ont été bien introduits par les animateurs..... | 1. 2. 4. 5 |
| 11 - Les animateurs ont été compétents et disponibles.... | 1. 2. 4. 5 |
| 12 - Les animateurs ont clarifié les interventions..... | 1. 2. 4. 5 |
| 13 - Les animateurs m'ont donné l'occasion de m'exprimer. | 1. 2. 4. 5 |

D) ASPECTS RELATIFS AUX ACQUIS

- | | |
|---|------------|
| 14 - Le séminaire m'a permis de tirer profit | |
| a) des exposés des animateurs et des participants | 1. 2. 4. 5 |
| b) des débats en séances plénières..... | 1. 2. 4. 5 |
| c) des travaux ou commissions..... | 1. 2. 4. 5 |
| d) des échanges entre les participants en dehors des séances de travail | 1. 2. 4. 5 |

..../..

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- 15 - Le séminaire m'a permis d'approfondir
mes aptitudes dans le domaine du
perfectionnement 1. 2. 4. 5.
- 16 - Le séminaire me permettra de mettre en
pratique les connaissances et compétences
acquises dans le domaine du perfectionnement 1. 2. 4. 5.
- 17 - Le séminaire aura une conséquence sur
mon comportement futur.
- a) dans la préparation des programmes
de perfectionnement 1. 2. 4. 5.
- b) dans mes méthodes de travail avec mes
collègues ou collaborateurs 1. 2. 4. 5.

E. OBSERVATIONS - SUGGESTIONS

- 18 - Parmi les actions des formateurs, citez la plus utile et
la moins utile à votre apprentissage
- Moins utile
.....
.....
- Plus utile
.....
.....
- 19 - A quel(s) autre(s) séminaire(s) aimeriez-vous participer ?
.....
.....
.....
- 20 - En un mot ou une phrase, pouvez-vous décrire honnêtement
l'impression globale que vous avez eu sur la session
.....
.....
.....

Table 1

Results of the evaluation questionnaire. This questionnaire (see Annex 3) comprises 22 questions to be graded from 1 (complete disagreement) to 5 (complete agreement).

Number of the question	Seminar Administrative Writing S#1	Seminar Techniques of Expression S#2	Seminar Hygiene & Safety at Work S#3	Seminar Budget Preparation & Procurement S#4
1	4,3	4,3	4	4,2
2	4,6	4,8	4,1	4,6
3	4,8	4,9	3,7	4,1
4	4	3,2	2	3,2
4a	3,1	4,1	3,7	4,2
4b	4,5	4,1	3,7	3,8
5	4,1	4,5	2,8	4
6	4,6	4,9	4	3,5
7	4	4,4	4,7	4,1
8	4,8	4,6	4,7	4,3
9	4,1	4,7	4	3,6
10	4,8	4,6	4,5	4,6
11	4,8	4,9	4,4	4,3
12	4,8	4,7	4,4	4,3
13	5	4,9	4,8	4,7
14a	4,6	4,5	4	4,7
14b	5	4,6	4,2	4,7
14c	5	4,7	4	4,6
14d	5	4,5	3,7	4,7
15	4,7	4,5	3,7	4,5
16	4,8	4,7	4,5	4,8
TOTAL	4,54	4,52	3,98	4,26

ANNEX 4

TRAINING EVENTS

ANNEX ON TRAINING EVENTS

Following information provided:

- A. Title of event
 - B. Objective of the event
 - C. Date, Town and Country
 - D. Type of event
 - E. Contractor used
 - F. Number of participants, number of women
 - G. Cost
 - H. Cosponsor
 - I. Description of the training activity
-

(1)

- A. Training Needs Assessments of Six Ivorian Municipalities
 - B. To identify types of training needed to improve municipal performance and to sensitize officials to issues of sound management
 - C. April - May 1987, Côte d'Ivoire
 - D. Needs Assessment
 - E. RTI
 - F. 90
 - G.
 - H. DCL
 - I. Using assessment protocols prepared by the training coordinator, the DCL, and ORT technical services, an assessment team consisting of the training coordinator and two DCL staff members conducted an assessment of training needs for six Ivorian municipalities. The focus was on financial, general management, and technical services issues. Based on the results of the assessments, the DCL and the training coordinator established a list of some 45 training areas for six categories of officials.
- 12

(2)

- A. Training of Trainers Seminar
- B. To improve the training capabilities of local Ivorian institutions
- C. 23 February-6 March 1987, Abidjan, Côte d'Ivoire
- D. Training Seminar
- E. RTI, Training Resources Group
- F. 14, 1 woman
- G. \$2,400
- H. None
- I. An intensive two-week seminar on such topics as the theory and process of adult learning, training techniques, and training activity management was given for participants from the DCL, the Ministry of Social Affairs, and the Centre Ivoirien de Gestion des Entreprises (CIGE).

(3)

- A. Microcomputer Applications at the DCL
- B. To provide refresher training in microcomputer use to DCL budget analysts and personnel department staff and to assess current use of hardware and software by the DCL.
- C. 13-20 March 1987, Abidjan, Côte d'Ivoire
- D. Training and Assessment
- E. RTI
- F. 3
- G. None
- H. None
- I. An RTI microcomputer specialist worked with DCL staff in pursuit of above objectives. The specialist made recommendations to the DCL director regarding improving access to the equipment, expanding use of the software, and acquiring additional equipment.

(4)

- A. Participation in EDI/UNCHS Seminar on Local Resource Mobilization and Management
- B. To make contribution to seminar by making presentations on financial analysis and microcomputer applications.
- C. 16 February-13 March 1987, Abidjan, Côte d'Ivoire
- D. Seminar
- E. RTI
- F. 28
- G. None
- H. N/A
- I. Training Program participation in this regional seminar for senior managers in central government agencies and municipal governments involved funding several delegates and making presentations on municipal financial analysis (by training coordinator) and microcomputer applications (by RTI specialist).

(5)

- A. DCL Newsletter (Côte d'Ivoire)
- B. To promote the DCL newsletter, the goal of which is to facilitate the flow of information about municipal development, provide information on municipal management practices, and publicize successful practices in the Côte d'Ivoire.
- C. April 1987 to date
- D. Newsletter publication
- E. RTI
- F. N/A
- G. \$6,100
- H. DCL
- I. The Training Program finances the printing costs of the DCL newsletter and contributes occasional feature articles, while the DCL is responsible for writing and editing articles and for postage for newsletter distribution.

(6)

- A. Cadastral Survey Roundtable
- B. To identify actions necessary for the successful implementation of the RHUDO-sponsored survey in the town of Issia, and to engage GOCI officials in a discussion of improvements to the property tax system.
- C. 22 May 1987, Côte d'Ivoire
- D. Roundtable
- E. RTI
- F. 12
- G.
- H. None
- I. A one-day roundtable brought together senior officials from the DCL, the Ministry of Finance, and the Municipality of Issia to discuss the implementation of the simplified cadastral survey in Issia, in particular, and issues related to the Ivorian property tax system, in general.

(7)

- A. Technical Services Management Seminar
- B. To promote better understanding of technical services management; to develop training materials for use with broader audience from all municipalities; to establish a network of local resource people.
- C. 15-26 June 1987, Abidjan, Côte d'Ivoire
- D. Seminar
- E. RTI
- F. 13
- G. \$9,800
- H. None
- I. A seminar on technical services (public works) management was organized for the six pilot cities that participated in the municipal training needs assessment. Participants included technical services directors, city managers, and city councillors. The seminar covered such topics as personnel management, design and planning garbage collection and maintenance, performance measurement, and service cost analysis.

(8)

- A. U.S. Training for Ivorian City Manager
- B. To provide training for Ivorian city official
- C. 17 July-15 August 1987, USA
- D. U.S. Training
- E. N/A
- F. 1
- G. \$4,100
- H. PRE/H
- I. Training coordinator arranged for the city manager of Yopougon, who also served as president of the Association of Ivorian City Managers, to spend one as an intern in city government in Durham, North Carolina.

(9)

- A. Regional Conference on the Management and Financing of Decentralization
- B. To expose participants from ten francophone African countries to various aspects of decentralization and to promote an exchange of ideas among participants whose countries are at various stages in the decentralization process.
- C. 28 September-1 October 1987, Abidjan, Côte d'Ivoire
- D. Regional Conference
- E. RTI
- F. 10, 3 women
- G.
- H. None
- I. The Training Program's first regional conference, on decentralization, focused on the themes of: administrative and organizational options, spatial aspects and economic development of secondary cities, decentralized financial management, and the privatization of urban services. Conference format: technical presentations followed by discussion of the above themes in working groups, with conclusions presented to a plenary session of the conference.

(10)

- A. Financial Analysis Seminar
- B. To introduce DCL staff to different techniques of financial analysis.
- C. 13-20 October 1987, Abidjan, Côte d'Ivoire
- D. Seminar
- E. RTI
- F. 15
- G. \$500
- H. None
- I. Training coordinator presented a financial analysis seminar to 15 staff members of the DCL's Budget, Personnel, and Legal sections. The seminar introduced participants to techniques of analyzing municipal revenue and expenditure trends, projection techniques, and service performance measures. The participants analyzed data from Ivorian municipalities as case studies in the application of the techniques.

(11)

- A. Roundtable on the Simplified Cadastre in Issia
- B. To bring together concerned parties to discuss actions needed to make most effective use of simplified cadastre in Issia.
- C. 29 October 1987, Issia, Côte d'Ivoire
- D. Roundtable
- E. RTI
- F. 11
- G.
- H. None
- I. Participants in this roundtable to discuss the implementation of the simplified cadastre in Issia included field staff of the Treasury Department and the Ministry of Construction and Urbanism, municipal service directors and elected officials, and representatives of the DCL and the Department of the Cadastre. Roundtable recommendations focused on actions in the field to improve the updating and collections phases of the property tax.

(12)

- A. Training of Trainers Seminar
- B. To familiarize participants from public and private institutions with experiential training techniques.
- C. 22 February-10 March 1988, Abidjan, Côte d'Ivoire
- D. Seminar
- E. RTI
- F. 16, 4 women
- G. \$3,600
- H. None
- I. Participants in this 3-week seminar were trainers from the DCL, CIGE, the Ministry of Social Affairs, and SOCONAF, a private accounting firm. The first week of the seminar exposed new trainers to experiential training techniques and gave them the opportunity to practice those techniques. Weeks two and three were devoted to the study of how to develop a training program. All aspects of program design were examined, including needs assessments, program objectives, scheduling considerations, and evaluation techniques.

(13)

- A. Dakar Municipal Financial Analysis Seminar
- B. To expose Senegalese local government officials to principles of financial analysis.
- C. 2-6 May 1988, Dakar, Senegal
- D. Seminar
- E. RTI
- F. 15, 2 women
- G.
- H. None
- I. The training coordinator conducted this week-long seminar for officials of the Dakar Urban Community, the municipalities of Dakar, Pikine, and Ziguinchor, and the Directorate of Local Government.

(14)

- A. Regional Conference on the Privatization of Urban Services
- B. To heighten the awareness of participants from seven African countries of the possibilities for privatizing public services; to examine regional examples of privatization.
- C. 30 May-3 June 1988, Lome, Togo
- D. Regional Conference
- E. RTI
- F. 44, 2 women
- G. \$34,000
- H. Togolese Ministry of the Interior
- I. The first part of the conference featured the presentation of papers on policy issues by representatives of the public and private sectors, and case studies on different facets of privatization. In the second part, three working groups examined the issues of: the types of services that could most easily be privatized; obstacles to privatization; and actions that could be undertaken by the state and local governments to facilitate the involvement of the private sector. Based on the conclusions of the conference, country action plans were developed by all seven participating countries.

(15)

- A. Financial Analysis Training Manual
- B. To prepare a training manual for financial analysis adapted to the francophone municipal finance context.
- C. April-June 1988
- D. Training Manual
- E. RTI
- F. N/A
- G.
- H. None
- I. The manual includes session plans for trainers, course material, and exercises.

(16)

- A. Visit of Senegal Decentralization Delegation
- B. To assist in organizing visit of Senegalese delegation to Cote d'Ivoire to study Ivorian experience with decentralization.
- C. June 1988
- D. Training Visit
- E. RTI
- F. 7
- G. \$550
- H. None
- I. Training Program helped in organizing visit of 7-man Senegalese delegation to Abidjan as well as interior cities of Gagnoa and Issia to visit agencies including DCL, Treasury, City of Abidjan, DCGTx, Cadastral Service and discussed policy and operational issues of decentralization.

(17)

- A. Regional Conference on Market Town Development and Rural Growth: Economic and Social Linkages
- B. To bring together participants from a large number of African countries to: analyze the concept of a market town; identify the role that market towns play in rural growth; better understand the impact of agricultural development on town and city growth; develop national and local-level policies that support the role of market towns.
- C. 8-13 January 1989, Yamoussoukro, Côte d'Ivoire
- D. Regional Conference
- E. RTI
- F. 150, 18 women
- G. \$280,000
- H. Ivorian Ministry of the Interior
- I. The conference brought together 150 senior level professionals from 27 African countries. Technical papers on rural-urban linkages and the role of market towns were presented in the first part of the conference by American academics and consultants, African public sector representatives, and officials from international organizations. Participants then broke into seven working groups to exchange experiences and develop concrete strategies to reinforce the role of market towns. At the last plenary session, five of the countries represented at the conference presented country action plans. The conference featured field trips to two nearby towns involved in RHUDO's Secondary Cities Development Project.

(18)

- A. Visit of Niger Decentralization Delegation
- B. To assist in organizing the visit of a Niger delegation to the Cote d'Ivoire for the purpose of examining the Ivorian experience with decentralization.
- C. 27 February-4 March 1989, Côte d'Ivoire
- D. Training Visit
- E. RTI
- F. 7
- G. \$600
- H. None
- I. The Training Program assisted in the organization of the Niger delegation's visit to Ivorian central government agencies, the City of Abidjan, and two Ivorian secondary cities for the purpose of studying the Ivorian experience of decentralization and to discuss policy and operational issues.

(19)

- A. Computer Training for the DCL
- B. To train 14 DCL employees in microcomputer use.
- C. 28 June-30 July 1989; October 1989, Abidjan, Côte d'Ivoire
- D. Training
- E. SIEPAT Ordinateur
- F. 14, 3 women
- G. \$26,217
- H. N/A
- I. The first phase of the course initiated participants from different DCL sections into the DBASE 3+ system; the second phase concerned learning how to program in DBASE 3+. This part of the program represented 18 days of courses at the DCL at the rate of 6 hours per day. The third phase took place in October over a period of 9 days at the rate of 6 hours per day, and was devoted to advanced programming in DBASE 3+.

(20)

- A. Model Contracts
- B. To prepare four standard contracts/agreements to serve as models for municipalities seeking to contract out urban services.
- C. April 1988 - August 1989, Abidjan, Côte d'Ivoire
- D. Document Preparation
- E. RTI
- F. N/A
- G. \$2,500
- H. N/A
- I. Working with the DCL and the DCGTx (Direction et Contrôle des Grands Travaux), the training coordinator prepared four model agreements for use by Ivorian municipalities in contracting with private firms for: garbage collection; maintenance of municipal vehicles; maintenance of drainage canals and sewers; and mortuary services.

(21)

- A. Management Skills Manual
- B. To prepare a management skills training manual for senior municipal managers
- C. April-September 1989, Abidjan, Côte d'Ivoire
- D. Training Manual
- E. RTI
- F. N/A
- G. None
- H. None
- I. The training manual, on leadership skills and management techniques, is a 136-page document in French, designed for use in a one-week seminar of six sessions.

(22)

- A. Job Description for Municipal Technical Services Directors
- B. To support the role of the Ivorian municipal technical services director by preparing a formal job description for his position.
- C. April 1989-March 1990, Abidjan, Côte d'Ivoire
- D. Document Preparation
- E. RTI
- F. 10, 2 women
- G. None
- H. DCL
- I. The training coordinator, in collaboration with the DCL, drafted a job description for municipal technical services directors. A DCL working group reviewed the draft and met with several mayors and town managers to finalize the draft, which was then submitted to the DCL director.

(23)

- A. Regional Seminar on Management Skills
- B. To provide training in management skills to senior managers in the region involved in urban development.
- C. 25-29 June 1989, Abidjan, Côte d'Ivoire
- D. Regional Seminar
- E. RTI and Training Resources Group
- F. 22, 6 women
- G. \$54,900
- H. None
- I. This one-week seminar, led by the training coordinator and two trainers from the Training Resources Group, provided training in management skills to participants from five West African francophone countries.

(24)

- A. Visit of Senegalese Delegation to Abidjan
- B. To allow two officials from the Urban Community of Dakar (CUD) to travel to Abidjan to study RHUDO and Ivorian training activities.
- C. 2-7 July 1989, Abidjan, Côte d'Ivoire
- D. Training Visit
- E. RTI
- F. 2, 1 woman
- G. None
- H. None
- I. The CUD director of scholarships and training and the director of the CUD Training Center traveled to Abidjan to discuss RHUDO training activities in Côte d'Ivoire and met with Ivorian municipal training officials at the Ministry of the Interior and the Ministry of Civil Service.

(25)

- A. Regional Conference on Local Economic Development and Employment Generation
- B. To provide a forum for the discussion of public policies that reinforce local economic development and the types of actions that foster local economic growth.
- C. 25-28 September 1989, Abidjan, Côte d'Ivoire
- D. Regional Conference
- E. RTI
- F. 50, 5 women
- G. \$44,600
- H. Ivorian Ministry of the Interior
- I. The conference brought together participants from seven francophone African countries, most of whom were high-level professionals or elected mayors of municipalities. The presentation of case studies and technical papers on such topics as the privatization of public services and the promotion of economic development on the local level took up the first part of the conference. In the second part, participants broke up into working groups to consider the themes of the role of the state and local authorities in local economic development and job creation, and the creation and development of small- and medium-sized enterprises on the local level. Finally, all the countries represented at the conference presented national action plans.

(26)

- A. Seminar on Management Techniques
- B. To test the management skills training manual prepared by the training coordinator in an actual training session; to instruct DCL trainers in how to use the manual in the organization of similar seminars.
- C. 18-21 December 1989, Bingerville, Côte d'Ivoire
- D. Seminar
- E. RTI
- F. 16, 2 women
- G. \$4,700
- H. None
- I. The 4-day seminar brought together 16 Ivorian participants, the majority of whom were town managers, to receive training in management techniques (directing a meeting and decision meeting) based on the training manual previously prepared by the training coordinator. Six DCL trainers helped to lead the seminar, thereby gaining experience in how to use the manual to conduct their own management seminars.

(27)

- A. National Conference on Financing and Managing Decentralization
- B. To analyze the numerous problems associated with decentralization in Burkina Faso and to examine the ways that local governments and secondary cities can contribute to economic development in a decentralized system.
- C. 23-26 October 1989, Ouagadougou, Burkina Faso
- D. Conference
- E. RTI
- F. 80, 6 women
- G. \$48,800
- H. Burkinabe Ministry of Territorial Administration, and Ministry of Plan and Cooperation
- I. Among the participants in this conference were 70 Burkinabe local and central government officials, 10 officials from four other countries of West and Central Africa, and speakers from France and Canada. In the first part of the conference, 14 speakers presented papers which dealt directly or indirectly with the major issues of financial relations between the central and local governments, possible ways of stimulating local economic development; and the privatization of urban services. Four working groups then considered the themes of: local resource mobilization, privatization of urban services, local level economic development, and the distribution of central government assistance given regional inequalities.

(28)

- A. Seminar on the Management of an Administrative Unit
- B. To allow top-level Guinean civil servants to examine the role and identify the skills of an effective manager in public administration.
- C. 4-8 December 1989, Conakry, Guinea
- D. Seminar
- E. RTI
- F. 30, 1 woman
- G. \$13,120
- H. None
- I. With the collaboration of the Center for Advanced Administrative Training (CPA), the seminar brought together senior managers in charge of the day-to-day operations of some 25 government ministries to reflect on the management of ministries and the use of analytical and management tools. Four trainers of the CPA attended the seminar to receive an introduction to management training which they could develop at the center in the future.

(29)

- A. Evaluation of Dakar Municipal Training - First Session
- B. To support municipal training efforts in Senegal by evaluating the first training session given by the Training Center of the Urban Community of Dakar (CUD).
- C. September 1989, Dakar, Senegal
- D. Evaluation
- E. RTI
- F. 70, 25 women
- G. \$1,500
- H. None
- I. The training coordinator evaluated the first training session organized by the CUD, which consisted of four seminars on the themes of: administrative writing, techniques of expression, health and safety in the work place, and budget preparation and procurement.

(30)

- A. Evaluation of Dakar Municipal Training - Second Session
- B. To support municipal training efforts in Senegal by evaluating the second training session given by the Training Center of the Urban Community of Dakar (CUD).
- C. November 1989, Dakar, Senegal
- D. Evaluation
- E. RTI
- F. 82, 40 women
- G. \$2,000
- H. None
- I. The training coordinator evaluated the second training session which the CUD organized on the same themes covered in the first session.

(31)

- A. Supervision of Training of Trainers Seminar
- B. To support Guinean training efforts by supervising a training of trainers seminar led by six Guineans who had received previous AID-sponsored training assistance.
- C. 15-19 January 1990, Conakry, Guinea
- D. Training Seminar Supervision
- E. RTI
- F. 26, 5 women
- G. \$10,800
- H. N/A
- I. The training coordinator supervised and participated in the organization of the seminar by: finalizing the organization of the session with trainers and giving them advice on preparation; serving as a resource person; giving feedback to the trainers after the seminar; and providing seminar documents.

(32)

- A. Participation in Burkina Faso Public and Private Sector Training Needs Assessment Strategy and Plan
- B. To assist USAID/Burkina Faso in the carrying out of a public sector training needs assessment.
- C. February-March 1990, Ouagadougou, Burkina Faso
- D. Training Needs Assessment
- E. RTI
- F. N/A
- G. \$2,000
- H. N/A
- I. In collaboration with USAID/Burkina Faso and an official from AID's central training unit, the training coordinator conducted in Ouagadougou an assessment of the training needs of central and local government officials. Traveling twice to Ouagadougou, he interviewed some 30 individuals involved in the Burkinabe decentralization process, and then worked with the AID mission to prepare a document integrating both public and private sector training elements. Involved in this effort was the development of a five-year public sector training plan that could be carried out under RHUDO supervision.

(33)

- A. National Conference on Market Towns and Rural Development
- B. To organize a conference to examine the role that market towns play in rural development in Guinea and to suggest specific actions that could reinforce that role.
- C. 7-11 May 1990, Conakry, Guinea
- D. Conference
- E. RTI
- F. 140, 13 women
- G. \$42,000
- H. Guinean Ministry of Interior and Decentralization
- I. Participating in the conference were local and central government officials, representatives of professional associations and the private sector, and speakers from the Cote d'Ivoire, the Central African Republic, and the U.S.A. Technical papers dealing with various aspects and specific instances of rural-urban linkages and market town development, including an RTI study of Guinean market towns, were presented during the first three days of the conference. During the second part of the conference, participants broke up into four working groups to discuss practical approaches to market town development and came up with a final report that recommended action in the three major areas of decentralization, regional and urban development, and rural development.

(34)

- A. Roundtable on Urban Infrastructure
- B. To bring together interested parties to discuss issues related to the financing and development of urban infrastructure in Côte d'Ivoire.
- C. 18 June 1990, Abidjan, Côte d'Ivoire
- D. Roundtable
- E. RTI
- F. 30, 3 women
- G. \$900
- H. None
- I. Mrs. Mona Serageldin, Associate Director of the Unit for Housing and Urbanization at the Harvard Graduate School of Design, following upon a study she conducted of the impact of infrastructure investment in Abidjan, led this one-day roundtable which brought together mayors, municipal officials, and experts from ministries and technical organizations. Themes discussed were: urbanism and the integration of illegal settlements; municipal management and community participation; problems of neighborhood upgrading and recovering the costs of infrastructure.